



Performance and Accountability Report

Fiscal Year 2004



Homeland
Security



Performance Information

Part III

Introduction

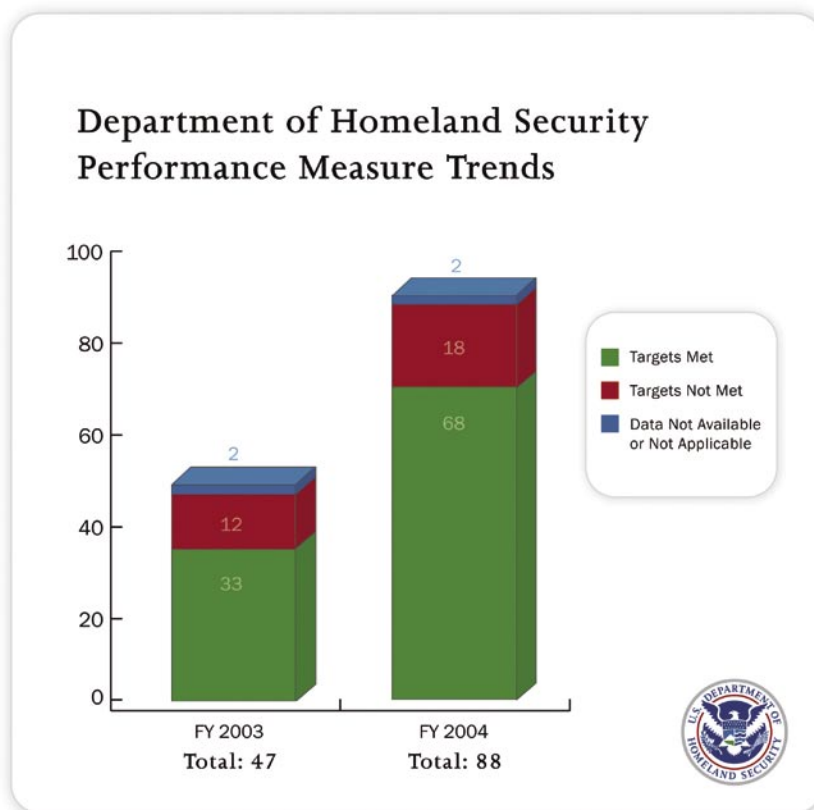
The mission of the Department of Homeland Security is to lead the unified national effort to secure America. We work to prevent and deter terrorist attacks, and protect against and respond to threats and hazards to the Nation. We ensure safe and secure borders, welcome lawful immigrants and visitors, and promote the free flow of legitimate passengers and commerce. Our seven strategic goals — Awareness, Prevention, Protection, Response, Recovery, Service and Organizational Excellence — guide the Department in fulfilling its mission. To track our progress we developed 88 specific program performance measures to assess results of our activities in achieving the goals. While the information provided in this report provides insight into our performance, it cannot within a single report present a complete view of the results achieved by the Department. However, during fiscal year 2005, we will continue to refine and establish measures and targets to reflect a wider spectrum of performance.

This section provides detailed descriptions of how the Department performed in support of our seven strategic goals during fiscal year 2004. During this period, we continued to evaluate hold-over performance measures inherited from the 22 agencies that formed the new Department. Based on these evaluations, we made adjustments to the hold-over measures, established 18 new baseline measures and aligned them with the goals and objectives outlined in the Department's Strategic Plan.

During fiscal year 2004, we met or exceeded 68, or 77 percent, of our performance targets. Of these, 11 were estimated to be met. Of the targets reported, 71 were specified targets and 17 were successfully establishing a fiscal year 2004 baseline for performance. We did not meet 18, or 20 percent, of the performance targets that were significant to program accomplishment. Where performance measures were not met, a detailed description and actions to resolve are provided in the tables that follow. For 2, or 3 percent, of the performance measures, actual results are not reported as one was for an interim measure that was enhanced during the year, and for the other the methodology was not finalized.

Each of the Department's seven strategic goals are supported by multiple objectives. Program performance goals and measures are presented by the departmental strategic goal with which they are most closely associated. As programs may support multiple objectives, each has been mapped to all associated objectives. The following tables summarize the Department's performance against our annual performance plan for fiscal year 2004. Each presents the responsible organizational element and program, the program performance goal, associated departmental objectives supported, performance measure, targets and actual performance, a description of the performance measure, an explanation of fiscal year 2004 results, and recommended actions, if appropriate.

Performance Information



This section also addresses the completeness and reliability of performance measures data and summarizes key program evaluations conducted during fiscal year 2004. For performance measures where data are determined to be Inadequate or Materially Inadequate, we provided explanatory information and actions the Department will take to correct deficiencies.

This section presents two types of program evaluations: program evaluations conducted by the Office of Management and Budget (OMB) and evaluations conducted by the Department's Office of Inspector General (OIG) and the Government Accountability Office. During the fiscal year 2004 budget formulation period, OMB conducted nine Program Assessment Rating Tool reviews. One program was deemed Adequate in achieving results, one was rated Moderately Effective, and seven were found to have insufficient performance information to demonstrate the level of results. Subsequently, actions have been taken to be able to assess results. The OIG summarized the major management challenges the Department faces in the Inspector General's Report included in Part I, Management Discussion and Analysis. These challenges include:

- **Consolidating the Department's Components:** While notable progress has been made integrating the Department's many organizational elements into a single, efficient and effective department, structural and resource problems continue to inhibit progress in certain support functions.
- **Contract Management:** While efforts are underway to bring all the Department's procurements under one comprehensive reporting system, the Department lacks detailed and validated data to manage its procurement universe and ensure accurate and consistent reporting. In addition, several organizational elements have large, complex, high-cost procurement programs underway that need to be closely managed.
- **Grants Management:** The targeting of the Department's grant dollars to achieve national infrastructure protection priorities needs to improve, along with the integration of the grant management program with state and local resources

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based on risks that merit support. Concerns also exist regarding post-award administration oversight and measuring the success of achieving grant objectives.

- **Financial Management:** Although efforts have been made to address them, most material weaknesses and reportable conditions found in the prior fiscal year still exist. New challenges occurred during fiscal year 2004 in the financial accounting for U.S. Immigration and Customs Enforcement (ICE) and the U.S. Coast Guard (USCG), some of which may result in additional material weaknesses. Currently, internal controls are insufficient to ensure the accuracy of the Department's consolidated financial information.
- **Human Capital Management:** Extensive effort has been devoted to the development of the new Human Capital Management System. The proposed regulations have received thousands of comments and resulted in many meetings with employee labor union representatives. The Department continues to review and consider the issues raised in these forums, and once the review is complete, will move forward with the new system. In addition, problems still exist in the length of time necessary to complete security clearances, a situation faced by many government agencies.
- **Integration of Information Systems:** Creating a single infrastructure for effective communication and information exchange remains a major challenge. Currently, the Department's Chief Information Officer is not well-positioned with the strategic authority to manage department-wide technology assets and programs.
- **Security of Information Technology Infrastructure:** The Department still faces many challenges in addressing long-term cyber threats and vulnerabilities to the Nation's critical infrastructure. In terms of its own information technology systems, the Department has made significant progress in the department-level information security program. However, its organizational elements have not fully aligned their programs with overall Department policies and procedures. Improvements are also needed in security controls for the Department's wireless networks.
- **Infrastructure Threat Assessment:** The Department still faces many challenges in developing a consistent process to identify and compile the Nation's critical infrastructure and national assets into a comprehensive database.
- **Border Security:** The Department continues to face formidable challenges in securing the Nation's borders. Specifically, these challenges include the development of an effective automated entry-exit system for foreign visitors; disruption of alien smuggling operations; identifying, locating, detaining and removing illegal aliens; fielding effective border surveillance technologies, integrating fingerprint systems for identification purposes and providing intelligence information to support border security operations; developing effective overseas operations; and reducing the immigration benefit application backlog.
- **Transportation Security:** Improvements are still needed by the Transportation Security Administration (TSA) in airport screener training, equipment and technology, policy and procedures, and management and supervision, to ensure that dangerous prohibited items are not carried into restricted areas of the Nation's airports. In addition, while TSA has focused attention on addressing aviation security needs, it is moving slowly to improve security across the other modes of transportation, including buses, subways, ferries and light-rail services. Maritime security challenges include restoring the Coast Guard's readiness to perform its legacy missions; implementing the *Maritime Security Act of 2002*; maintaining and replacing the Coast Guard's deepwater fleet assets; and developing adequate infrastructure needed to support the Coast Guard's multiple missions.

The results explained in this report began with planning conducted in the Department's Planning, Programming, Budgeting and Execution System that serves as the basis for developing the Department's *Future Years Homeland Security Program*. In accordance with the provisions of the *Homeland Security Act of 2002*, the Department will submit the *Future Years Homeland Security Program* to Congress annually. The Planning, Programming, Budgeting and Execution System is a cyclic process that ensures requirements are properly identified, programs are aligned with the Department's mission and goals, and outcome-based performance measures are established to include factors that are key to the success of the Department. The Department's Strategic Plan; *Future Years Homeland Security Program*; and the Planning, Programming, Budgeting and Execution System together create a recurring cycle of program planning, budgeting, executing, measuring and reporting. This continuous cycle, along with our program assessment and evaluation process, ensures the Department performs at the level necessary to defend the Homeland and protect the American people while providing stewardship of taxpayer dollars.

Completeness and Reliability

The Department recognizes the importance of collecting complete and accurate data that indicate performance, as this helps us determine our progress toward achieving our goals. To make well-informed decisions, we aggressively collect performance data that are reliable, accurate and consistent. The Department headquarters has reviewed this document for conformance to the standard of completeness and reliability as specified for federal agencies in *OMB Circular A-11, Preparation, Submission and Execution of the Budget, Section 230.2 (f)*. In the following tables, we identify:

Completeness

Actual performance for every performance goal and measure in the fiscal year 2005 Performance Budget (performance plan), which included the final performance plan for fiscal year 2004, including preliminary data if that is the only data available, except as noted in this section on Completeness and Reliability. Because of the newness of some programs, some performance goals or measures were enhanced mid-year, as reflected in the Performance Measures tables. Where estimates have been provided, actual performance data will be provided in the fiscal year 2005 *Performance and Accountability Report*.

Reliability

Department Program Managers are responsible for the reliability of performance measurement information for programs under their cognizance. Program Managers classify performance information as either: Reliable, Inadequate or To Be Determined. The following tables provide a summary of the performance data we classify as other than reliable, that is, Inadequate or To Be Determined.

With the exception of the performance data identified in the following tables, information contained within this report is reliable and complete in accordance with the standards contained in *OMB Circular A-11, Section 230.2(f)*.

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Strategic Goal 1 – Awareness

Reported results are complete and reliable.

Strategic Goal 2 – Prevention

Reporting Organization	Transportation Security Administration (TSA) Screener Workforce Program
Performance Goal: Measure	Ensure the safe, secure and efficient transport of passengers and property via air transportation: Passenger Screening Program Index that measures overall program performance through a composite of indicators.
Explanation and Corrective Action	Results are estimated due to the length of time to collect and compile results. Final actual results will be reported in the fiscal year 2005 <i>Performance and Accountability Report</i> and/or the Department's Performance Budget Overview released with the President's Budget for fiscal year 2006.

Reporting Organization	Transportation Security Administration (TSA) Screening Technology Program
Performance Goal: Measure	Develop and prepare for the deployment of technologically advanced systems to identify and eliminate illegally transported explosive devices, and chemical, biological, radiological, nuclear and other weapons: Baggage Screening Program Index that measures overall program performance through a composite of indicators.
Explanation and Corrective Action	The Baggage Screening Program Index was baselined in fiscal year 2004. To ensure this measure accurately reflects TSA performance, experts outside of TSA will use the 2004 baseline to gauge the measure's sensitivity and re-validate weights, calculations and data sources. Until the validation is complete, the fiscal year 2004 results will remain estimated.

Reporting Organization	United States Coast Guard (USCG) Drug Interdiction Program
Performance Goal: Measure	By 2009, the Coast Guard will reduce the flow of illegal drugs by removing 30 percent of drug flow from maritime sources: Removal rate for cocaine that is shipped via non-commercial maritime means.
Explanation and Corrective Action	Results are estimated due to the length of time to collect and compile results. Total non-commercial drug maritime flow will not be available until April 2005 when the Interagency Assessment of Cocaine Movement is published. Final actual results will be reported in the fiscal year 2005 <i>Performance and Accountability Report</i> .

Reporting Organization	United States Coast Guard (USCG) Marine Safety Program
Performance Goal: Measure	By 2009, the Coast Guard will reduce the five-year average number of passenger and maritime worker fatalities and injuries, and recreational boating fatalities to 1,339 or less: Maritime and Injury Fatality Index.
Explanation and Corrective Action	Results are estimated for recreational deaths, a component of the index. The States Boating Law Administrators will provide final data in July 2005. Final actual results will be reported in the fiscal year 2005 <i>Performance and Accountability Report</i> .

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Reporting Organization	United States Coast Guard (USCG) Ports, Waterways and Coastal Security Program
Performance Goal: Measure	By 2009, the Coast Guard will reduce homeland security risk in the maritime domain by obtaining Maritime Security Condition (MARSEC) level-1 85 percent of the time: (Interim) MARSEC level attainment percentage.
Explanation and Corrective Action	The proposed Coast Guard Ports, Waterways and Coastal Security (PWCS) performance measure is under development. Results are not available. The Coast Guard is anxious to demonstrate the measurable reduction in terror-related risk that will result from the continued build-out of its Ports, Waterways and Coastal Security mission-program. Pending final approval of its suggested measure, the Coast Guard will be one step closer to being able to effectively communicate the results of this program.

Reporting Organization	U.S. Customs and Border Protection (CBP) Border Security Inspections and Trade Facilitation at Ports of Entry Program
Performance Goal: Measure	Protect our homeland from acts of terrorism and reduce its vulnerability to the threat of international terrorists. Move legitimate cargo and people efficiently while safeguarding the border and the security of the United States: Counter Terrorism Qualitative Assessment.
Explanation and Corrective Action	Results not available - In conjunction with the Department, CBP will work to develop and implement a methodology to conduct the qualitative assessment.

Reporting Organization	U.S. Immigration and Customs Enforcement (ICE) Detention and Removal Program
Performance Goal: Measure	Remove 100 percent of removable aliens: Number of final order removals divided by the number of final orders issued.
Explanation and Corrective Action	Results are estimated due to the length of time to collect and compile results. Results will be reported in the fiscal year 2005 <i>Performance and Accountability Report</i> .

Strategic Goal 3 – Protection

Reporting Organization	Information Analysis and Infrastructure Protection (IAIP) Remediation and Protective Actions Program and Outreach and Partnership Program
Performance Goal: Measure	Recommended protective actions implemented for 65 percent of first-tier priority critical infrastructure components or key assets: Percentage of recommended protective actions implemented (per fiscal year).
Explanation and Corrective Action	For fiscal year 2004, the percentage of first-tier infrastructure sites and facilities at which protective measures and consequence reduction strategies were implemented is estimated to be 30 percent. This figure was derived as follows: 1) The first-tier assets are those assets identified in fiscal year 2004 as having the most catastrophic consequence of attack. This includes the chemical and nuclear sites identified in fiscal year 2004 for a total of 388 sites. 2) The 122 sites that have had vulnerabilities identified and protective actions identified for them. This figure includes the number of Buffer Zone Protection Plans prepared for the first-tier assets, the number of site assistance visits conducted at chemical facilities and nuclear plants, and the web cam surveillance and warning pilots established at the most critical chemical sites. Additional protective measures were implemented across the Nation as a direct result of the training efforts IAIP has undertaken to increase local and private enforcement personnel awareness of threat indicators; however, those measures are difficult to track and are not included in this figure.

Performance Information

Reporting Organization	State and Local Government Coordination and Preparedness (SLGCP) National Exercise Program
Performance Goal: Measure	By fiscal year 2009, under the Top Officials (TOPOFF) Series, state and local homeland security agencies will have had the opportunity to test the capacity of government agencies to prevent and/or respond to and recover from multiple large-scale attacks as demonstrated by successful achievement of exercise objectives that were met. By fiscal year 2009, under the state and local exercise grant program: 1) 50 percent of jurisdictions with populations of more than 500,000 will have exercised SLGCP's common suite of combating terrorism (CT) scenarios and will have demonstrated performance within the expected range for at least 70 percent of critical homeland security tasks; 2) 25 percent of jurisdictions with populations of more than 100,000 will have exercised SLGCP's common suite of CT scenarios and will have demonstrated performance within the expected range for at least 60 percent of critical homeland security tasks; 3) 10 percent of jurisdictions with populations of more than 500,000 will have exercised SLGCP's common suite of CT scenarios and will have demonstrated performance within the expected range for at least 50 percent of critical homeland security tasks; and 4) jurisdictions that participated in exercises will have implemented at least 50 percent of the actions specified in the Jurisdictional Improvement Plans developed to address recommendations from the After Action Report: Percentage of jurisdictions that demonstrate performance of at least 90 percent of critical tasks within the expected range in a cycle of exercises using the Department/SLGCP suite of scenarios.
Explanation and Corrective Action	Results are estimated. National Exercise Program scenarios and metrics are still under development pending results of a 2004 study. The Universal Task List is still in draft form pending the result of <i>Homeland Security Presidential Directive Number Eight</i> , which establishes policies to strengthen the preparedness of the United States to prevent and respond to threatened or actual domestic terrorist attacks, major disasters and other emergencies by requiring a national domestic all-hazards preparedness goal, establishing mechanisms for improved delivery of federal preparedness assistance to state and local governments, and outlining actions to strengthen preparedness capabilities of federal, state and local entities, and the Homeland Security Council scenarios.

Reporting Organization	State and Local Government Coordination and Preparedness (SLGCP) State Formula Grant Program
Performance Goal: Measure	By fiscal year 2009, under the State Formula Grant Program, state and local homeland security agencies have received resources and assistance and have implemented state strategies to enable them to perform critical tasks required to prevent or respond to a terrorist attack. Nationwide, overall response capability will be enhanced significantly and a new initiative to prevent/deter terrorist attacks domestically will be institutionalized for state and local law enforcement agencies: Percentage of jurisdictions of more than 500,000 people that demonstrate performance of at least 90 percent of critical tasks within the expected range in a cycle of exercises using the SLGCP suite of scenarios.
Explanation and Corrective Action	State Formula Grants Program scenarios and metrics are still under development pending results of a 2004 study. The Universal Task List is still in draft form pending the result of <i>Homeland Security Presidential Directive Number Eight</i> , which establishes policies to strengthen the preparedness of the United States to prevent and respond to threatened or actual domestic terrorist attacks, major disasters and other emergencies by requiring a national domestic all-hazards preparedness goal, establishing mechanisms for improved delivery of federal preparedness assistance to state and local governments, and outlining actions to strengthen preparedness capabilities of federal, state and local entities, and the Homeland Security Council scenarios.

Performance Information

Reporting Organization	State and Local Government Coordination and Preparedness (SLGCP) State and Local Training Program
Performance Goal: Measure	By 2009, all state and local jurisdictions will have the capability to prevent, deter, respond to and recover from acts of terrorism. Refine SLGCP's capability to continuously identify and address emerging training needs. Expand cadre of subject matter experts: Percentage of jurisdictions with populations of more than 500,000 that demonstrate performance of at least 90 percent of critical tasks within the expected range in a cycle of exercises using the Department/SLGCP suite of scenarios.
Explanation and Corrective Action	The estimated results were attained by defining 187 critical tasks out of about a 1,500 universal list of first responder preparedness tasks that need to be performed in order to measure preparedness. The Department is in the process of defining capabilities to accomplish these tasks. Actual results will be available in fiscal year 2006.

Reporting Organization	State and Local Government Coordination and Preparedness (SLGCP) Urban Areas Security Initiative Program
Performance Goal: Measure	At least 90 percent of the participating urban areas will have demonstrated performance within the expected range for at least 90 percent of critical tasks: Percentage of the participating urban areas that demonstrated performance within at least 90 percent of critical tasks within the expected range.
Explanation and Corrective Action	Results are estimated. Urban Areas Security Initiative scenarios and metrics are still under development pending results of a 2004 study. The Universal Task List is still in draft form pending the result of <i>Homeland Security Presidential Directive Number Eight</i> , which establishes policies to strengthen the preparedness of the United States to prevent and respond to threatened or actual domestic terrorist attacks, major disasters and other emergencies by requiring a national domestic all-hazards preparedness goal, establishing mechanisms for improved delivery of federal preparedness assistance to state and local governments, and outlining actions to strengthen preparedness capabilities of federal, state and local entities, and the Homeland Security Council Scenarios.

Reporting Organization	State and Local Government Coordination and Preparedness (SLGCP) Evaluation Program
Performance Goal: Measure	By 2009, SLGCP will have implemented at least 75 percent of accepted program-related recommendations from program evaluations and state and local jurisdictions will have implemented at least 50 percent of accepted recommendations from evaluations of exercises: Percentage of jurisdictions with populations of more than 500,000 people that have successfully demonstrated preparedness through the use of the SLGCP common suite of combating terrorism scenarios.
Explanation and Corrective Action	Evaluation Program scenarios and metrics are still under development pending results of a 2004 study. The Universal Task List is still in draft form pending the result of <i>Homeland Security Presidential Directive Number Eight</i> , which establishes policies to strengthen the preparedness of the United States to prevent and respond to threatened or actual domestic terrorist attacks, major disasters and other emergencies by requiring a national domestic all-hazards preparedness goal, establishing mechanisms for improved delivery of federal preparedness assistance to state and local governments, and outlining actions to strengthen preparedness capabilities of federal, state and local entities, and the Homeland Security Council scenarios.

Strategic Goal 4 – Response

Reported results are complete and reliable.

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Strategic Goal 5 – Recovery

Reporting Organization	Emergency Preparedness and Response (EP&R) Recovery Program
Performance Goal: Measure	By fiscal year 2009, provide recovery assistance at 100 percent of the fiscal year 2009 target level for performance in non-catastrophic disasters: Progress toward providing recovery assistance at the 2009 target level for performance in non-catastrophic disasters.
Explanation and Corrective Action	For performance measure element (C: Individual Recovery Assistance), completion of per unit cost baseline for individual assistance has been delayed into fiscal year 2005 due to hurricane activity in Florida and the Gulf Coast.

Strategic Goal 6 – Service

Reported results are complete and reliable.

Strategic Goal 7 – Organizational Excellence

Reported results are complete and reliable.

Strategic Goal 1 – Awareness

The focus of this strategic goal is to identify and understand threats, assess vulnerabilities, determine potential impacts and disseminate timely information to our homeland security partners and the American public. The objectives established by the Department to achieve this goal are provided below.

Objective 1.1 Gather and fuse all terrorism-related intelligence; analyze and coordinate access to information related to potential terrorists or other threats.

Intelligence and information analysis is an integral component of the Nation's overall efforts to protect against and reduce our vulnerability to terrorism. We receive, assess and analyze information from law enforcement, the intelligence community and non-traditional sources (e.g., state and local governments, private sector) to increase situational awareness of terrorist threats and specific incidents. We review and, as necessary, work to improve policies for law enforcement and intelligence information sharing within the Federal Government and between state and local authorities. Data collection and analysis capabilities are supported through investment in, and development of, leading-edge information analysis; data mining; data warehousing and threat/vulnerability mapping applications and tools; and recruiting, training and retaining human analysts.

Objective 1.2 Identify and assess the vulnerability of critical infrastructure and key assets.

We conduct and sustain a complete, current and accurate assessment of the Nation's infrastructure sectors and assets. We use modeling, simulation and risk-based analytic tools to prioritize our work with an emphasis on critical infrastructure and key resources that could be catastrophically exploited. By establishing this understanding of the full array of critical infrastructure facilities and assets, how they interact and the interdependencies across infrastructure sectors, we are in a position to anticipate the national security, economic and public safety implications of terrorist attacks and will prioritize protective measures accordingly.

Objective 1.3 Develop timely, actionable and valuable information based on intelligence analysis and vulnerability assessments.

We integrate intelligence, threat and infrastructure vulnerability information to provide our national leaders, decision makers and the owners and operators of our critical infrastructure and key assets with the increasingly targeted and actionable information necessary in the post September 11th threat environment. We build an intelligence analysis structure that coordinates with the rest of the Federal Government; as well as state, local and tribal governments, the private sector and our international partners. Our national imperative is to improve the sharing, analysis and integration of all-source threat, risk and infrastructure vulnerability information so appropriate preventative and protective actions can be taken.

Objective 1.4 Ensure quick and accurate dissemination of relevant intelligence information to homeland security partners, including the public.

Securing the Homeland is a joint effort of the Federal Government; state, local and tribal governments; the private sector; our international partners; and the public. Therefore, we work to empower those partners by disseminating relevant intelligence and threat information to them accurately and as quickly as possible. We work with our partners to remove roadblocks to information sharing. We administer the Homeland Security Advisory System, including the issuance of public advisories and coordination of warning information with other agencies. We deploy and operate tools and secure communications channels to analyze and disseminate information to relevant agencies as quickly and efficiently as possible.

Detailed information concerning actual performance during fiscal year 2004 to achieve this goal is provided below.

Performance Information

Intelligence Analysis and Infrastructure Protection (IAIP) – Competitive Analysis and Evaluation/Studies Program				
Performance Goal:				
Products are of a high quality and reflect the broadest possible view of threats capabilities and vulnerabilities.				
Objectives Supporting: 1.1 and 1.2				
Performance Measure:				
Overall customer satisfaction rate for products.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	Product subscriptions at system capacity: 40,000 HSIN-CI Members	Met
Description: The Homeland Security Information Network (HSIN) will be expanded to include critical infrastructure (CI) owners and operators and the private sector. The HSIN-CI is an unclassified network, which immediately provides the Department's Homeland Security Operations Center with one-stop 24/7 access to a broad spectrum of industries, agencies and critical infrastructure across both the public and private sectors. This conduit for two-way information sharing provides the Department with an expanding base of locally knowledgeable experts and delivers real-time access to needed information.				
Explanation of Fiscal Year 2004 Results: The fiscal year 2004 measure of IAIP customer satisfaction will be measured according to how many members signed up for the Homeland Security Information Network – Critical Infrastructure. In fiscal year 2004, 40,000 members signed up. This has all the technical capacity allowed. Capacity will be expanded in fiscal years 2005 and 2006.				

Intelligence Analysis and Infrastructure Protection (IAIP) – Homeland Security Operations Center (HSOC) Program				
Performance Goal:				
Establish a fully capable Command, Control, Operations and Information Exchange System.				
Objectives Supporting: 1.1, 1.3, 1.4, 2.4, 3.1, 4.1, 5.1 and 5.2				
Performance Measure:				
Percentage of increase in time efficiency of issuance of information and warning advisories.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	100%	Met
Description: HSOC supports timely information and warning advisories by publishing the Homeland Security Operations Morning Brief (HSOMB) daily. The Homeland Security Information Network (HSIN) and HSOC watch are structured to disseminate advisories on demand when significant information becomes available within the daily publishing cycle.				
Explanation of Fiscal Year 2004 Results: During fiscal year 2004, HSOC established a daily review cycle of all known threat information. With coordination from Information Analysis (IA) and Infrastructure Protection (IP), HSOC publishes a sensitive but unclassified report daily on these threats. This report, the HSOMB, is distributed via the HSIN to federal, state, local, territorial and private-sector organizations daily to provide information and warning advisories. When emerging threat information is received during the day, it is immediately vetted and disseminated to all parties via HSIN.				

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Intelligence Analysis and Infrastructure Protection (IAIP) – Information and Warning Advisories (IWA) Program

Performance Goal:

Increase time efficiency of issuance of information and warnings advisories by 50 percent.

Objectives Supporting: 1.1

Performance Measure:

Time efficiency of information and warning advisories.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	100%	Met

Description: IWA supports timely information and warning advisories by publishing the Homeland Security Operations Morning Brief (HSOMB) daily. The Homeland Security Information Network (HSIN) and HSOC watch are structured to disseminate advisories on demand when significant information becomes available within the daily publishing cycle.

Explanation of Fiscal Year 2004 Results: During fiscal year 2004, HSOC established a daily review cycle of all known threat information. With coordination from IAIP, HSOC publishes a sensitive but unclassified report daily on these threats. This report, the HSOMB, is distributed via the HSIN to federal, state, local, territorial and private-sector organizations daily to provide information and warning advisories. When emerging threat information is received during the day, it is immediately vetted and disseminated to all parties via HSIN.

Intelligence Analysis and Infrastructure Protection (IAIP) – Infrastructure Vulnerability and Risk Assessment (IVRA) Program

Performance Goal:

Reduce “general” warnings, as compared to “at-risk” warnings by 60 percent from 2003 levels.

Objectives Supporting: 1.1 and 1.4

Performance Measure:

Reduction of general warnings, as compared to at-risk warnings.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	3 General Warnings, 0 At-Risk Warnings	≥ 50% of Warnings are at Risk Compared to General Warnings	1 General Warning, 1 At-Risk warning	Met

Description: The Homeland Security Advisory System (HSAS) was established in March 2002 and was designed to disseminate information regarding the risk of terrorist acts to federal, state and local government agencies and the public. The HSAS is comprised of five color-coded threat conditions that represent levels of risk related to potential terror attack. As defined in the *Homeland Security Presidential Directive Three*, risk includes both the probability of an attack occurring and the potential gravity. In fiscal year 2003, there were three national threat level increases to Orange (High) from Yellow (Elevated) that occurred between February 7 and February 27, 2003; March 17 and April 16, 2003; and May 20 and May 30, 2003. Raising the threat condition has economic, physical and psychological effects on the Nation; so, the HSAS can also place specific geographic regions or industry sectors on a higher alert status than other regions or industries, based on specific threat information. The economic and psychological effects associated with increased vigilance by federal, state and local governments are outlined in the Government Accountability Office report GAO-04-682, *Homeland Security Communication Protocols and Risk Communication Principles can Assist in Refining the Advisory System*.

Explanation of Fiscal Year 2004 Results: On August 1, 2004, HSAS increased the threat level to Orange (High) for the financial services sector in New York City, northern New Jersey and Washington, D.C. The rest of the Nation remained at Yellow (Elevated) for the 2004 fiscal year. A national threat level increase to Orange from Yellow took place from December 21, 2003, to January 9, 2004.

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Intelligence Analysis and Infrastructure Protection (IAIP) – Threat Determination and Assessment (TDA) Program				
Performance Goal:				
Threat-level information on first-tier key assets and critical infrastructure components is available to decision-makers for optimal deployment of assets.				
Objectives Supporting: 1.2				
Performance Measure:				
Percentage of first-tier key assets and critical infrastructure components that have threat-level information completed for use by decision-makers for deployment of assets.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	Urban Areas > 100,000 People (100%)	Met
Description: Threat-level reports will be completed by the Information Analysis Office for critical infrastructure components and key assets across the Nation.				
Explanation of Fiscal Year 2004 Results: In fiscal year 2004, mapping of threats to vulnerabilities for critical infrastructure was completed for urban areas with populations of more than 100,000 people.				

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Transportation Security Administration (TSA) — Transportation Security Enterprise Program

Performance Goal:

Fully deploy a comprehensive threat-based security management system for use in all modes of transportation, and ensure zero successful attacks against the transportation system as a result of the mishandling or misinterpretation of intelligence information received by the TSA Intelligence Service.

Objectives Supporting: 1.1, 1.2, 2.5, 3.7 and 4.1

Performance Measure:

Number of successful attacks resulting from mishandling or misinterpretation of intelligence information received by TSA intelligence service.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	0	0	Met

Description: The 9/11 Commission concluded that better interpretation, handling and coordination of intelligence throughout the Federal Government and transportation community may have prevented the tragic attacks of September 11th. TSA's target for this goal is that there will be no hostile attacks that cause harm to the traveling public or transportation industry. It does not include minor, often unpreventable, incidents such as disruptions caused by drunken, unruly passengers. Data for this measure are from reports of security incidents housed in the TSA Performance and Results Information System (PARIS).

Explanation of Fiscal Year 2004 Results: There were no successful attacks to the domestic transportation system recorded in PARIS. One of TSA's most important strategic goals is the expansion of domain awareness throughout the transportation sector using timely threat analysis and information sharing to enhance industry's prevention and response to hostile attacks. TSA senior leaders conduct daily comprehensive intelligence reviews and hold weekly intermodal stakeholder teleconferences to share unclassified intelligence and information on TSA security programs. Specific successes that also supported this goal include:

- Dramatically expanding and refining the "no-fly" list as intelligence and law enforcement agencies submit new names for consideration;
- Vetting 78,847 aviation workers employed at airports in the Boston and New York areas in the vicinity of the Democratic and Republican national conventions. These workers were screened against criminal history and terrorist-based databases to identify potential security threats;
- Vetting approximately 2.7 million truck drivers credentialed to transport hazardous materials against intelligence and immigration databases to identify potential security threats;
- Establishing the Transportation Security Operations Center for rapid and agile analysis and response to intelligence and incident information; and
- Instituting a weekly Threat in the Spotlight training program, supported by the Federal Air Marshal Service Explosives Division, to provide the screener workforce with information on threat objects and tactics based on intelligence information, confiscated items discovered at airports or provided by state and local law enforcement entities.

Strategic Goal 2 – Prevention

The focus of this strategic goal is to detect, deter and mitigate threats to our homeland. The objectives established by the Department to achieve this goal are provided below.

Objective 2.1 Secure our borders against terrorists, means of terrorism, illegal drugs and other illegal activity.

We interdict terrorist activities by targeting unlawful migration of people, cargo, drugs and other contraband, while facilitating legitimate migration and commerce. The Department enforces border security in an integrated fashion at ports of entry, on the borders, on the seas and before potential threats can reach our borders. Through the continued deployment of the appropriate balance of personnel, equipment and technology we create “smart borders.” Not only do we create more secure U.S. borders but, in conjunction with international partners, we extend our zones of security beyond our physical borders identifying, prioritizing and interdicting threats to the Nation before they arrive. We develop and provide resources for a cohesive, unified enforcement capability that makes our border security effective, smarter and stronger.

Objective 2.2 Enforce trade and immigration laws.

We enforce all applicable laws in an integrated fashion while facilitating free commerce and the flow of legal immigration and travel into the United States. We interdict smuggling and stop other illegal activities that benefit terrorists and their supporters. We build a unified, cohesive enforcement capability to actively conduct and coordinate law enforcement operations.

Objective 2.3 Provide operational end users with the technology and capabilities to detect and prevent terrorist attacks, means of terrorism and other illegal activities.

The Nation’s technical superiority in science and technology is key to securing the Homeland. We use, leverage and enhance the vast resources and expertise of the Federal Government, private sector, academic community, non-governmental organizations and other scientific bodies. We develop new capabilities to facilitate the sharing of information and analysis; test and assess threats and vulnerabilities; counter various threats, including weapons of mass destruction and illegal drugs; and mitigate the effects of terrorist attacks. We also focus our efforts on developing technology to detect and prevent the illicit transport of chemical, biological, radiological and nuclear materials. We develop and deploy the capabilities, equipment and systems needed to anticipate, respond to and recover from attacks on the Homeland.

Objective 2.4 Ensure national and international policy, law enforcement and other actions to prepare for and prevent terrorism are coordinated.

We effectively coordinate and communicate with other federal agencies; state, local and tribal governments; the private sector; and the American people. Increasing and coordinating information sharing between law enforcement, intelligence and military organizations improves our ability to counter terrorists everywhere. We coordinate training and education across multiple levels, both national and international, ensuring common standards and approaches to recognizing key indicators of future terrorist actions.

Objective 2.5 Strengthen the security of the Nation’s transportation systems.

Transportation systems have the unique ability to be either a means of delivering weapons of terror or the target of a direct terrorist attack. Our domestic transportation system is intertwined inextricably with the global transportation infrastructure. Safety and security are two sides of the same coin. We strengthen the security of the transportation network while we work to remove all threats or barriers to the safe movement of commerce and people. We coordinate with federal, state, local and tribal agencies, as well as our international and private-sector partners, to ensure the transportation system remains a safe and vital economic link, while preventing terrorists from using transportation conveyances or systems to deliver implements of destruction.

Performance Information

Objective 2.6 Ensure the security and integrity of the immigration system.

We ensure that immigrants and non-immigrants comply with laws and security mandates to prevent people who seek to exploit the economic and social benefits of immigration or engage in illegal activities from obtaining lawful status. We strengthen legal protections and design programs appropriately to create a more secure immigration system. We make decisions in a timely and efficient manner by applying technology and allocating our resources to provide actionable and accurate information. We ensure that those entitled to benefits receive them through verification services and encourage employers to verify status. We refer illegal aliens to enforcement entities for prosecution or removal from the United States.

Detailed information concerning actual performance during fiscal year 2004 to achieve this goal is provided below.

Performance Information

Federal Law Enforcement Training Center (FLETC) — Construction and Improvement Program				
Performance Goal:				
Ensure FLETC has the facility capacity to meet its law enforcement training requirements.				
Objectives Supporting: 1.1, 1.2, 1.4, 2.1, 2.2, 2.4, 2.5, 2.6, 3.1, 3.3, 3.4, 3.6 and 3.7				
Performance Measure:				
Percentage of requested training programs conducted.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	98.5%	Met
Description: This performance measure is an indicator of the percentage of training programs requested by partner organizations that are successfully scheduled by FLETC. This measure compares the number of programs conducted during the fiscal year with the numbers requested in the April submission. This measure enables FLETC to maintain sufficient capacity to meet the training requirements for present and projected future FLETC training requirements. These data are captured as part of the Student Information System. Partner organizations submit their requests for training in April for the following fiscal year. From that point forward (nearly to the end of the fiscal year in question), the requests are continually refined.				
Explanation of Fiscal Year 2004 Results: We have contingency plans that identify and reduce the limiting effects of training constraints: facilities, full-time employees, equipment, technology, etc.				

Federal Law Enforcement Training Center (FLETC) — Federal Law Enforcement Training Program				
Performance Goal:				
Deploy federal law enforcement agents and officers with the knowledge and skills to effectively enforce laws and regulations, protect the Nation and interact with the public in ways that demonstrate respect for individuals and civil liberties.				
Objectives Supporting: 1.1, 1.2, 1.4, 2.1, 2.2, 2.4, 2.5, 2.6, 3.1, 3.3, 3.4, 3.6 and 3.7				
Performance Measure:				
Percentage of federal supervisors who rate their FLETC basic training graduate's preparedness as good or excellent.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	73.4%	Met
Description: This performance measure indicates the percentage of federal supervisors of FLETC basic training graduates who, after eight to 12 months of observation, indicate their law enforcement officers or agents are highly prepared to perform their entry-level duties and responsibilities. The Department obtains performance data for this measure through formalized surveys of federal supervisors to evaluate each of their FLETC basic training graduate's preparedness to perform the duties and responsibilities as law enforcement officers or agents. Federal supervisors rate their students using a scale of Excellent, Good, Satisfactory, Marginal or Unsatisfactory. Determined through extensive testing and practical exercise examinations, FLETC ensures 100 percent of basic training graduates are adequately prepared to perform their new duties.				
Explanation of Fiscal Year 2004 Results: We collaborate with our partner organizations to assess, validate and improve each program as they are constantly evolving and being refined in response to emerging issues such as changes in the laws, mission emphasis and partner organization requirements. All training is continually evaluated via FLETC's state-of-the-art automated testing and evaluations systems. Formal summary evaluations are conducted during Curriculum Review Conferences and Curriculum Development Conferences.				

Performance Information

Federal Law Enforcement Training Center (FLETC) — State and Local Law Enforcement Training Program

Performance Goal:

Deployment of state and local agents and officers with the knowledge and skills to effectively enforce laws and regulations, protect local communities, and interact with the public in ways that demonstrate respect for individuals and civil liberties.

Objectives Supporting: 1.1, 1.2, 1.4, 2.3, 2.4, 3.3, 3.5, 3.6 and 3.7

Performance Measure:

Percentage of students who express excellent or outstanding on the Student Quality of Training Survey (SQTS).

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	64.1%	Met

Description: This performance measure is an indicator of the degree of training quality received based on the student's feedback. The SQTS is a formal means to identify opportunities for immediate improvements and updates to ensure that the student receives the right skills and knowledge, presented in the right way and right time. The SQTS is used to determine the level of student satisfaction for this measure. Students respond to a modified 5-point Likert scale (Outstanding, Excellent, Good, Satisfactory and Poor). The ratings of outstanding and excellent are combined to form the measure of excellence to which the Center aspires.

Explanation of Fiscal Year 2004 Results: FLETC is committed to providing the best training possible to all law enforcement organizations that we serve by establishing and maintaining a robust process to examine law enforcement trends and emerging issues. We collaborate with our partner organizations to assess, validate and improve each program as they are constantly evolving and being refined in response to emerging issues such as changes in the laws, mission emphasis and partner organization requirements.

Transportation Security Administration (TSA) — Screener Workforce Program

Performance Goal:

Ensure the safe, secure and efficient transport of passengers and property via air transportation.

Objectives Supporting: 2.5

Performance Measure:

Passenger Screening Program Index that measures overall program performance through a composite of indicators.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	Estimated - 3.3	Estimated - Met

Description: This composite performance index is a combination of scores that are designed to tell the public, without revealing sensitive security information, how well TSA is doing screening people at airport security checkpoints in the areas of effectiveness, cost management and customer satisfaction. Each area is weighted according to its relative importance in the overall program. Fifty percent of the index score is for program effectiveness, which is measured by the probability of detection of contraband, either in possession of the person screened or in a carry-on bag, as determined through covert testing by TSA agents and automated Threat Image Projection (TIP) testing. The cost component is 25 percent of the index score and is determined using the average cost per person screened as determined through an activity-based costing model. The final 25 percent of the index score is for customer satisfaction and is created from data obtained from customer feedback cards distributed to passengers following their screening, along with responses to telephone surveys, and compliments and complaints received at airports and the TSA call center. Data supporting the index are collected from commercial airports across the country and housed on TSA's Performance Measurement Information System (PMIS). The index score is a relative number on a scale of 1-5, with 5 being the highest possible score.

Performance Information

Explanation of Fiscal Year 2004 Results: The Passenger Screening Program Index was baselined in fiscal year 2004. It indicates good performance overall, but with room for improvement. To ensure this measure accurately reflects TSA performance, experts outside of TSA will use the 2004 baseline to gauge the measure's sensitivity and re-validate weights, calculations and data sources. Until the validation is complete, the fiscal year 2004 results will remain estimated. In support of this goal, TSA is constantly striving to improve its performance in keeping dangerous items off commercial aircraft. TSA screeners intercepted more than 6.1 million prohibited items at checkpoints in calendar year 2003, and fiscal year 2004 saw changes in training, hiring and re-certifying screeners that led to better screener performance and professionalism. The deployment of advanced technology at checkpoints and improved inspection procedures contribute to more effective and efficient screening.

- Every passenger seeking to enter the sterile area of a U.S. airport is screened by TSA screeners in accordance with the Screening Checkpoint Standard Operating Procedure revised and reissued in February 2004.
- Screeners must demonstrate the qualifications, knowledge, skills and aptitudes necessary to meet national, validated skill standards for all screeners that form the foundation for an integrated system for hiring, training, certifying and measuring performance. TSA conducted annual recertification for screeners between October 2003 and March 2004. Less than 1 percent of screeners failed to re-certify. Those who failed were removed from the federal screening workforce.
- In October 2003, TSA developed a screening performance improvement plan to address passenger screener performance deficiencies identified in a July 2003 study. This plan included nine broad initiatives and 62 specific actions. TSA established an aggressive timeline to complete these actions. By June 2004, TSA had completed 58 actions. TSA management also deploys Mobile Training Assist Teams to assist airport Federal Security Directors in identifying and resolving short-term issues affecting screener performance.
- In January 2004, TSA distributed inoperable weapons and modular bomb set inert training kits to every airport, along with protocols and guidance to allow Federal Security Directors to conduct Screener Training Exercises and Assessments (STEA) for local covert operational testing of checkpoint screening operations. These kits allow screeners to become directly familiar with the components of improvised explosive devices and allow them to practice detecting them in X-ray images, both completely assembled and in partial configurations. The inoperable weapons allow screeners to practice detecting partially or completely disassembled handguns and a variety of other weapons.
- TSA launched the Aviation Partnership Support Plan campaign to streamline the security checkpoint process by improving public awareness and incorporating best practices designed to increase screening throughput while maintaining security. These combined efforts between TSA and industry minimized the impact of increased summer travel despite increased capacity and reduced maximum peak wait times by more than 12 percent for the top 40 airports.
- In June, TSA announced the Registered Traveler pilot program at five airports: Minneapolis-St. Paul International, Boston Logan, Los Angeles International Airport, George Bush International in Houston and Washington National Airport. Volunteers provide TSA information including their name, address, phone number and date of birth along with a biometric imprint including finger and iris scan. TSA will perform a security assessment of each volunteer, which includes analysis of law enforcement and intelligence data sources and a check of outstanding criminal warrants. Accepted enrollees undergo an expedited screening process at their respective airports. The pilot program has been approved to be extended in fiscal year 2005.

Performance Information

Transportation Security Administration (TSA) – Screening Technology Program

Performance Goal:

Develop and prepare for the deployment of technologically advanced systems to identify and eliminate illegally transported explosive devices, and chemical, biological, radiological, nuclear and other weapons.

Objectives Supporting: 2.3

Performance Measure:

Baggage Screening Program Index that measures overall program performance through a composite of indicators.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	Estimated - 3.2	Estimated – Met

Description: A large portion of the American taxpayers' investment in aviation security technology goes toward the development, deployment and effective professional use of advanced equipment to screen checked baggage. This performance measurement index is a combination of scores that are designed to tell the public how well TSA is doing screening checked baggage at airports in the areas of effectiveness, cost management and customer satisfaction. At the same time, it avoids revealing sensitive security information. Each area is weighted according to its relative importance in the overall program. Fifty percent of the index score is for program effectiveness, which is measured by the probability of detection of contraband in a checked bag, as determined through laboratory machine performance, covert testing by TSA agents and automated Threat Image Projection (TIP) testing. The cost component is 25 percent of the index score and is determined using the average cost-per-bag screened as determined through an activity-based costing model. The final 25 percent of the index score is for customer satisfaction and is created from data obtained from customer feedback cards distributed to passengers following their screening, along with responses to telephone surveys, and compliments and complaints received at airports and the TSA call center. Data supporting the index are collected from commercial airports across the country and housed on TSA's Performance Measurement Information System. The index is a relative number on a scale of 1–5, with 5 being the highest possible score.

Performance Information

Explanation of Fiscal Year 2004 Results: The Baggage Screening Program Index was baselined in fiscal year 2004. To ensure this measure accurately reflects TSA performance, experts outside TSA will use the 2004 baseline to gauge the measure's sensitivity and re-validate weights, calculations and data sources. Until the validation is complete, the fiscal year 2004 results will remain estimated. The baseline index indicates an overall positive performance, but with a need to continue progress toward more effective and efficient checked baggage screening. Successes that supported this performance goal in fiscal year 2004 include:

- TSA implemented 100 percent electronic checked baggage screening at America's airports.
- TSA issued two letters of intent, totaling more than \$185 million to Phoenix-Sky Harbor International Airport and Atlanta Hartsfield International Airport to provide funding for facility modifications necessary to establish an in-line checked baggage screening solution using certified explosives detection systems (EDS).
- Six different research and development programs were underway in fiscal year 2004 that will result in improved EDS. Some equipment will be best suited for smaller airports or even checkpoints, while other equipment is being designed for baggage handling system in-line deployment. Any improvements in design and realization of savings will be generated by decreasing false alarm rates, increasing throughput and reducing the size of EDS equipment so it will occupy less space in already overcrowded airports.
- In April 2004, TSA implemented the Dual Functioning Screener Training Program to support the airports' need for flexibility in staffing the checkpoint and baggage positions. New hire screeners are trained in both checkpoint and baggage screening procedures and are required to complete on-the-job training in order to be certified. TSA has begun on-screen alarm resolution protocol training for EDS operators to enhance both effectiveness and efficiency.
- TSA's Transportation Security Laboratory (TSL) is looking at new applications of X-ray, electromagnetic and nuclear technologies to better probe sealed containers for materials that pose a threat.
- TSA launched operational test and evaluation pilot projects at nine airports using explosives trace detection portals and explosives trace detection document scanners for passenger screening at checkpoints.
- TSA initiated 10 airport access control pilot projects to operationally test and evaluate state-of-the-art access control technologies, with a focus on use of biometrics.
- TSA issued 18 grants to airports, totaling approximately \$17 million, to operationally test and evaluate a variety of technologies that will improve airport terminal security.
- In May 2004, TSA launched the Transit and Rail Inspection Pilot Program to determine the feasibility of screening passengers, luggage and carry-on bags for explosives in the rail environment. Phase I of the pilot was conducted at the New Carrollton, Maryland, station, which serves multiple types of rail operations. Phase II was launched in June 2004 for explosives screening of checked baggage and parcels at Union Station in Washington, D.C. Phase III was launched in July 2004 for explosives screening of passengers and carry-on baggage inside a mobile train car fitted with security technologies.
- The Department's Toxic by Inhalation working group, made up of personnel from the Department (TSA, IAIP) and the Department of Transportation (Federal Railroad Administration, Research and Special Programs Administration), has completed a comprehensive security review of the Washington, D.C., rail corridor and has proposed mitigation strategies that include operational elements, inspection and technology.

Performance Information

Transportation Security Administration (TSA) – Screener Support Program

Performance Goal:

Operate as a performance-based organization for improved effectiveness and efficiency.

Objectives Supporting: 2.5 and 7.3

Performance Measure:

Use internal Department of Homeland Security ratings to measure success in the following areas: Strategic Management of Human Capital, Competitive Sourcing, Improved Financial Performance, Expanded Electronic Government and Budget and Performance Integration.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	2.3	Met

Description: Each quarter, the Department issues ratings to TSA based on its internal criteria for the management areas of Human Capital, Competitive Sourcing, Financial Performance, Electronic Government and Budget and Performance Integration. TSA translates the rating into a numerical score of 1–3, with 3 being the highest for all criteria. This numerical scoring provides sensitivity to enable TSA and the public to see in one score the general trend and success TSA is having in advancing its efficiency and effectiveness.

Explanation of Fiscal Year 2004 Results: TSA met its goal for progress in implementing advances in efficiency and effectiveness. Activities supporting this performance goal included:

- Completing a *Human Capital Strategic Plan*;
- Using an updated Functional Breakdown Statement to support organizational streamlining and restructuring;
- Allowing airports to apply to use private screeners in lieu of federal TSA screeners. As mandated by the *Aviation and Transportation Security Act of 2001*, federal screening is an “inherently governmental” activity not subject to outsourcing requirements; however, a pilot program of private screening has resulted in the new Screener Partnership Program;
- Modernizing financial information systems and procedures with an emphasis on cost accounting;
- Establishing the Information Technology Management Council reporting to the Investment Review Board to prioritize information technology investments;
- Developing a suite of TSA performance measures to be used for multiple audiences and information systems to support them; and
- Completing OMB’s Program Assessment Rating Tool assessments for the screening workforce, technology and training programs.

Transportation Security Administration (TSA) – Air Cargo Program

Performance Goal:

TSA will develop technologically advanced systems for screening air cargo to ensure the safe and secure transport of passengers and property via air transportation.

Objectives Supporting: 2.5

Performance Measure:

Percent of known shipper cargo inspected on passenger aircraft.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Classified	Classified	Met

Performance Information

Description: This is a classified proxy measure of an element of the cargo performance goal until a more comprehensive measure can be developed. It focuses on the aviation industry's compliance with cargo security requirements that are designed to ensure the safe and secure transportation of air cargo. It measures the percentage of eligible freight inspected on each flight; certain freight is excepted from the inspection requirement. Some flights have no eligible cargo. The sources of data are inspections by TSA Aviation Security Inspectors and supplemental documentation from the passenger air carriers. Results are tracked in the TSA Performance and Results Information System and reflect the selected flights that are inspected for compliance; not every flight of each carrier at each airport is inspected.

Explanation of Fiscal Year 2004 Results: Indirect Air Carriers tender cargo to the air carriers and certify that the cargo is from a known shipper. The Known Shipper Program is an information-based approach to cargo security through the identification of strong commercial relationships. The underlying assumption is that terrorist or criminal shippers of explosive devices or dangerous substances wish to remain anonymous and avoid the process of setting up a false business practice with documentation that could serve as forensic evidence. TSA met its target for inspection of known shipper air cargo and is moving forward in its efforts to develop and deploy advanced procedures and technology for screening cargo carried on commercial aircraft. Successes supporting this goal in fiscal year 2004 include:

- Deployment of a known shipper database, which will centralize known shipper data. A portion of this system is operable and is being used by industry on a voluntary basis. Presently, 3,500 indirect air carriers are participating in the voluntary program, and 450,000 known shippers have been registered.
- TSA is working closely with U.S. Customs and Border Protection (CBP) to leverage resources, identify areas for information and technology sharing, and strengthen the security of the air cargo supply chain. This effort builds on the Customs-Trade Partnership Against Terrorism (C-TPAT), which currently has more than 3,500 participants, including major U.S. importers and major passenger air carriers. Coupled with enhancements to the Known Shipper Program, these increases in supply chain security will significantly reduce the chances that an explosive device or other destructive substance or item could be loaded on a commercial passenger aircraft as cargo.
- In January 2004, Secretary Tom Ridge approved TSA's Air Cargo Strategic Plan, which charts a threat-based, risk-managed approach to strengthen the security of air cargo.
- TSA hired and trained 100 Aviation Security Inspectors (ASIs) who are exclusively dedicated to air cargo security. The cargo ASIs inspected 285 air carriers and 3,800 indirect air carriers and ensured that they were in compliance with their security programs. These cargo ASIs augment the force of approximately 650 generalist ASIs who are also trained to conduct cargo inspections.
- Throughout fiscal year 2004, TSA conducted "cargo strikes" at Los Angeles International Airport, Chicago O'Hare Airport and Miami International Airport. The purpose of these strikes was to direct a large number of TSA inspection resources at a particular airport for a limited period of time and to focus on indirect air carrier (freight forwarder) compliance with specific cargo security requirements. At O'Hare, for example, 273 indirect air carriers inspections were conducted during a four-day period, and 170 violations were identified and 69 investigations were initiated. TSA is also conducting focused cargo screening inspections at the top 45 cargo airports around the country on a rotating basis.
- TSA issued a market survey to identify what technology might be commercially available for break bulk cargo screening that can be tested against the TSA's certification standard for explosives detection systems. Additionally, TSA has issued a Broad Agency Announcement to seek proposals from inventors of promising technologies that may be used for containerized cargo and U.S. mail screening.
- TSA is working with prime contractor and industry partners to develop an approach to identifying and targeting high-risk cargo for inspection. The Freight Assessment Program is one of the cornerstones of the air cargo strategy and is on track for an initial deployment by the end of 2005.
- TSA works with Federal Security Directors and U.S. airport operators on a voluntary basis to deploy canine teams to screen cargo. TSA has asked that state and local governments and airport operators using TSA-certified canine teams nationwide to increase the amount of time they spend conducting random searches in multiple cargo facilities in the airport. Currently, 285 TSA-certified Explosives Detection Canine Teams operate at 64 domestic airports.
- During November 2003, based on intelligence information, random inspections were conducted on all-cargo aircraft landing at nine major U.S. airports from foreign destinations. These random inspections were conducted as a joint operation with TSA and CBP Cargo Inspectors and Explosives Detection Canine Teams. During the operation, 22 aircraft, along with its cargo, were searched.

Performance Information

Transportation Security Administration (TSA) — Compliance and Enforcement Program

Performance Goal:

Protect the Nation's transportation system by deterring, detecting and defeating 100 percent of attempted hostile acts through the effective deployment of federal law enforcement and inspections personnel.

Objectives Supporting: 2.5 and 3.1

Performance Measure:

Percentage of qualified airports that have executed law enforcement reimbursement agreements.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	60%	92%	Met

Description: This is a proxy measure for the performance goal that focuses on the extent TSA provides financial assistance to airports for the expense of providing law enforcement support at the passenger and baggage checkpoints. This funding will help ensure the checkpoints are suitably staffed to provide effective protection from hostile acts. The measure is based on the number of funded reimbursement agreements signed by TSA and the airports and tracked in the Law Enforcement Program Management Database.

Explanation of Fiscal Year 2004 Results: In the United States, each airport operator serving scheduled commercial air carriers must have a TSA-approved security program that provides for effective perimeter security, law enforcement support and access control. Current security directives contain many requirements for implementation by airport and aircraft operators that relate to screening or inspecting people and material entering airport perimeters, including secured areas. Local law enforcement is under contract with airport operators to provide a level of service to the airport that meets the standards set out in their individual airport security programs. Any additional services are eligible for reimbursement under negotiated agreements. During fiscal year 2004, TSA exceeded its target for providing financial reimbursement for the costs associated with law enforcement services that meet the minimum requirements of TSA. Airport operators are responsible for the remaining financial obligation. Airport operators, air carriers and other regulated parties are also monitored and inspected for compliance with pertinent security regulations and measures. Other efforts supporting this performance goal include:

- TSA's annual regulatory inspection program plan accomplished 34,079 oversight inspections of domestic airports, foreign and domestic passenger and cargo air carriers, and indirect air carriers' aircraft operators in the first 11 months of fiscal year 2004.
- TSA was given flexibility in the deployment of law enforcement officers at U.S. airports by the *Consolidated Appropriations Resolution of 2003*, Public Law 108-7. This measure, in addition to the reassignment of the Federal Air Marshal Service to U.S. Immigration and Customs Enforcement in late 2003, prompted TSA to redefine its law enforcement role at airports around the country. Assistant Federal Security Directors for Law Enforcement provide a critical liaison and coordination role with local, state and federal law enforcement and counterterrorism assets. Currently, 79 such directors provide dedicated coverage at all Category X and I airports and are available to support "spoke" airports near airport hubs.
- Every airport in the Nation has a perimeter security plan including random vehicle inspections as part of a comprehensive Bomb Incident Prevention Plan that must be incorporated into every local Airport Security Program.
- The TSA Transportation Worker Identification Program is exploring the development of an integrated credential-based, identity management system, including standards, for all transportation workers requiring unescorted access to secure areas of the Nation's transportation system. Phase II of the program, Technology Evaluation, was completed in October 2003. The Technology Evaluation Phase evaluated a number of potential card technologies. Phase III Prototype commenced in July 2004 and evaluates a broad range of business processes pertaining to identity management and tests a complete end-to-end solution for the program for the first time. A comprehensive cross-section of transportation modes, types of facilities and transportation workers are participating in the evaluation to meet prototype goals.
- TSA analysts have vetted 332,557 Sterile Area and Secure Identification Display Area (SIDA) aviation workers employed at airports across the United States. These transportation workers were screened against both criminal and terrorist-based databases to identify potential security threats. A total of 401 referrals were made for criminal-based threats, and nine were referred to the FBI based on potential terrorist links. TSA continues to conduct the initial round of vetting for the approximately 1.1 million SIDA and sterile area workers.
- TSA has resumed joint vulnerability assessments with the FBI. These assessments will be conducted at critical commercial U.S. airports as required by law. The process captures the components of the airport's security system and is used with assessments based on FBI-developed threat information. Comprehensive security-related information will be captured in a database to facilitate analysis and decision making.

Performance Information

US-VISIT — United States Visitor and Immigrant Status Indicator Technology (US-VISIT) Program

Performance Goal:

Prevent entry of high-threat and inadmissible individuals through improved accuracy and timeliness of access to data in determining traveler's admissibility.

Objectives Supporting: 2.1, 2.2 and 2.6

Performance Measure:

Percentage of foreign nationals entering the United States who have biometric and biographic information on file prior to entry, including the foreign nationals who are referred for further inspection actions and with fraudulent documents identified.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	20.6%	Met

Description: US-VISIT collects, maintains and shares information on foreign nationals to enhance national security, facilitate legitimate trade and travel, and ensure the integrity of our immigration system. This program, which is deployed in accordance with existing privacy laws and policies, provides information to embassies and ports of entry to assist in determining traveler identity, admissibility and threat potential. This effectively extends the physical border of the United States to provide a virtual border of proactive protection and prevention.

US-VISIT, along with our border community partners, manages the processing of foreign nationals before they enter the United States, when they enter, while they are here and when they exit. This capability has provided U.S. Customs and Border Protection (CBP) Officers with an additional decision-making tool at air and sea ports of entry. As we move forward, we will expand the virtual border by maximizing port coverage and enhancing our technological capabilities.

The percentage of pre-enrolled verifications (biometric identity verification at entry of those travelers whose biometric data are already on file to include biometric and biographic watch list "hits,") measures the expansion of the preventative capability US-VISIT provides the country in relation to high-threat and inadmissible individuals. As travelers' information is increasingly entered into the US-VISIT system at overseas consulates prior to entry and traveler biometric history is used for verification at entry, individual and document verification and preventative capability is expanded. This capability is based on improved accuracy of information provided by system integration and biometric identification and verification technologies.

Foreign nationals entering the United States are aliens who travel through designated air and sea ports of entry, seeking to be admitted with a nonimmigrant visa. By recording information pertinent to arrival and departure of non-immigrants to and from the United States, US-VISIT supports national security, law enforcement and other mission-related functions.

Explanation of Fiscal Year 2004 Results: During this fiscal year, US-VISIT implemented initial operating capability at the Nation's airports and seaports. With this functionality, CBP Officers are now able to use biometric and biographic data to verify the identity of foreign nationals entering the United States with visas, determine their status and identify any reason to deny admissibility. Since the program was implemented January 5, 2004, there has been no identifiable impact on inspection processing times.

To implement the initial capabilities of the system into 115 airports and 14 seaports, the Program Office along with Border and Transportation Security components (CBP and U.S. Immigration and Customs Enforcement):

- Deployed 3,000 new workstations, inkless fingerprint scanners and digital cameras;
- Trained more than 4,000 employees in a two-month period using existing Department training organizations and networks with applied technologies and delivery systems;
- Upgraded communication lines, the Department's information technology infrastructure and redundancy throughout the enterprise; and
- Disseminated brochures describing US-VISIT to travelers and developed videos to be televised in airports and onboard airlines.

Performance Information

United States Coast Guard (USCG) — Aids to Navigation Program				
Performance Goal:				
By 2009, the Coast Guard will reduce the number of collisions, allisions and groundings by 26 percent, to 1,535 (five-year average).				
Objectives Supporting: 1.2, 2.5 and 6.4				
Performance Measure:				
Five-year average of number of collisions, allisions and groundings.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	1,999	1,923 or fewer	1,874	Met
Description: This measure is a five-year average of distinct collision, allision (vessel striking a fixed object), and grounding events. It is an average annual number of such events for the current and preceding four years. Data are collected from Coast Guard Marine Information for Safety and Law Enforcement System.				
Explanation of Fiscal Year 2004 Results: The five-year average number of distinct collision, allision and grounding events improved to 1,874 for fiscal year 2004. The five-year average number of collisions involving two or more vessels improved to 276; the five-year average number of allisions involving one or more vessels improved to 706; and the five-year average number of groundings involving one or more vessels improved to 892. Ongoing Vessel Traffic Service, waterways management improvements and continuous maintenance of Aids to Navigation availability have contributed to a steady decline in collisions, allisions and groundings.				

Performance Information

United States Coast Guard (USCG) — Defense Readiness Program				
Performance Goal:				
By 2009, USCG will show a Navy Status Of Resources and Training System (SORTS) readiness level of 2 or better for all assets that may be used by combatant commanders in wartime. The Navy defines SORTS category level 2 as “Unit possesses the resources and is trained to undertake most of the wartime mission(s) for which it is organized or designed.” These readiness levels will indicate that the USCG is fully prepared to provide core competencies such as Maritime Interception Operations, Port Operations Security and Defense, Military Environmental Response Operations, Peacetime Engagement, Coastal Sea Control Operations and Theater Security Cooperation when requested by the Department of Defense.				
Objectives Supporting: 1.2 and 2.4				
Performance Measure:				
Percentage of time that USCG assets required by Navy operational plans are ready at a Navy SORTS rating of 2 or better.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	78	100	78	Not Met
Description: This measure assesses the state of readiness of an asset in relation to its capabilities, to include equipment, logistics, personnel, training and preparedness. This is a standardized system that is applied throughout the Department of Defense. The Department of the Navy SORTS is a self-evaluation performed periodically by the Commanding Officer and personnel for USCG assets. This measure represents the number of days that a USCG asset type is ready at a SORTS rating of 2 or better divided by the total number of days that Coast Guard assets are required by Department of Defense Operational Plans. Asset types tracked by this measure include High Endurance Cutters, 110’ Patrol Boats and Port Security Units. The number of asset days required for these assets is classified; however, the percentage that meets the overall total number of days for all asset types required is what we are using as a performance measure.				
Explanation of Fiscal Year 2004 Results: The Coast Guard will continue to assign resources as available to meet the Department’s growing needs. Many readiness degradations were linked to equipment casualties associated with operating an aging cutter fleet and unit personnel deficiencies that preclude achieving training objectives. Port Security Units, all of which have been mobilized in the last two years, have not been fully staffed with reserve personnel after demobilization. New personnel replacements have not kept pace with the departing reserve personnel who have been repeatedly mobilized since 2000. Lack of personnel precludes completion of individual training and qualifications requirements and then subsequent team training requirements. Until personnel numbers can be improved, training shortfalls cannot be corrected and readiness of these units cannot be improved. Improved SORTS ratings for Port Security Units will lead to the overall actual performance measure.				
Recommended Action: The Coast Guard has specific plans to recapitalize Deepwater assets (cutters and aircraft) to eliminate equipment casualties, thereby, eliminating the cause of deteriorated performance.				

Performance Information

United States Coast Guard (USCG) – Drug Interdiction Program				
Performance Goal:				
By 2009, USCG will reduce the flow of illegal drugs by removing 30 percent of drug flow from maritime sources.				
Objectives Supporting: 1.1, 2.1 and 6.4				
Performance Measure:				
Removal rate for cocaine that is shipped via non-commercial maritime means.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	*16.3%	15%	<i>Estimated - 15%</i>	<i>Estimated - Met</i>
<p>Description: The Cocaine Removal Rate is the amount of cocaine lost to the smuggler (through seizures, jettison, burning and other non-recoverable events) and will be based on values vetted through the Inter Agency Consolidated Counter-Drug Database (CCDB).</p> <p>Smugglers increasingly jettison or otherwise destroy the drugs they are carrying to prevent physical seizure by the Coast Guard. Therefore, to more accurately reflect Coast Guard counter-drug efforts and results, beginning in fiscal year 2004, USCG transitioned to a Cocaine Removal Rate as it encompasses both cocaine removed from the market as well as cocaine seized.</p> <p>*In fiscal year 2004, USCG changed the Drug Interdiction Performance measure from seizure rate to removal rate to include those drugs confirmed as jettisoned, sunk or otherwise destroyed. The fiscal year 2003 performance Actual represents only drugs that were seized.</p>				
<p>Explanation of Fiscal Year 2004 Results: The 15 percent target for fiscal year 2004 aligns with the Office of National Drug Control Policy's <i>National Drug Control Strategy</i>. In fiscal year 2003, USCG seized 16.34 percent (62 metric tons) of the non-commercial maritime flow of cocaine to the United States. The Coast Guard removed more than 146 metric tons in fiscal year 2004. Fiscal year 2004 actual results are reported as estimated, as the total non-commercial maritime flow data will not be available until April 2005 when the Interagency Assessment of Cocaine Movement is published.</p> <p>In fiscal year 2004, we expanded our operations to seize vessels and arrest individuals for conspiring to support actual drug-smuggling ventures, resulting in a significant intelligence windfall. We have achieved the fiscal year 2004 target of removing 15 percent of cocaine shipped via non-commercial maritime conveyances. Our target for fiscal year 2005 is to remove 19 percent of cocaine shipped via non-commercial maritime conveyances. The target decreased slightly from the previous year because the current measure reflects the amount of drugs removed from transit as opposed to the amount of drugs seized. Now we are looking not only at the amount of drugs that we actually take aboard Coast Guard assets from smugglers, but also drugs that have been jettisoned or destroyed. The target for fiscal year 2004 was set well before the results were available for fiscal year 2003 – the target of 15 percent for fiscal year 2004 was set by looking at the previous three to five years' worth of data on drug seizures (which averaged 12 percent) and adding a conservative amount for drugs jettisoned or destroyed. In addition, the denominator of the measure, drug flow, was estimated as the lowest amount flowing in, elevating our achievement of percent drugs seized for the fiscal year 2003 performance measure actual.</p>				

Performance Information

United States Coast Guard (USCG) — Ice Operations Program				
Performance Goal:				
By 2009, USCG will maintain operational channels for navigation, limiting channel closures to two days (during average winters) and eight days (during severe winters).				
Objectives Supporting: 1.1 and 2.5				
Performance Measure:				
Limit the number of days critical waterways are closed due to ice to two days in an average winter and eight days in a severe winter.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	7 (severe)	2 (average) 8 (severe)	4 (average)	Not Met
Description: This measure indicates the number of days critical waterways are closed due to ice conditions based on the severity of the winter. Nine waterways have been identified as critical to Great Lakes icebreaking based on historical ice conditions, volume of ship traffic and potential for flooding. Measure is for Great Lakes only – most Coast Guard icebreaking is done on the Great Lakes, with some in Coast Guard District 1 (Northeast U.S.) and an even smaller amount in Coast Guard District 5 (mid-Atlantic). However, our measure is based on Great Lakes icebreaking and measures number of days of critical waterway closures on the Great Lakes – no more than two in an average winter and eight in a severe winter. Winter severity is determined by a ratio developed by the National Weather Service, National Oceanographic and Atmospheric Administration (NOAA) and the Department of Commerce.				
Explanation of Fiscal Year 2004 Results: An average winter on the Great Lakes resulted in a 10-day extension to the icebreaking season. As the extension period approached, winter conditions worsened and icebreaking assets were challenged to provide services in nine critical waterways, two more than in fiscal year 2003. Despite an icebreaker actively maintaining the waterway, the St. Mary's River was closed for four days when an ore carrier became beset and efforts to free the vessel were initially unsuccessful. The combination of an extended season, rapidly deteriorating conditions and increased icebreaker coverage requirements created significant challenges to meeting the demands of commerce. Despite the four-day closure, the extension of the navigational season resulted in the shipment of an additional 623,651 tons of iron ore and coal, valued at approximately \$21 million.				
Recommended Action: As demonstrated by the fiscal year 2003 navigation season extension, the program must continue to take advantage of opportunities to exceed goals, despite short-term set backs in order to optimize services provided to commerce. We must continue to develop and fund a Maintenance Sustainment Availability overhaul for the icebreaking fleet. As the icebreaking tug classes approach 25 and 40 years in age, their maintenance and funding requirements increase while capability and reliability decrease. Domestic icebreaking program goals and performance measures are being evaluated.				

Performance Information

United States Coast Guard (USCG) — Marine Safety Program				
Performance Goal:				
By 2009, USCG will reduce the five-year average number of passenger and maritime worker fatalities and injuries, and recreational boating fatalities to 1,339 or less.				
Objectives Supporting: 2.5				
Performance Measure:				
Maritime and Injury Fatality Index.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	1,383	*1,513	<i>Not Available</i>	<i>Estimated - Met</i>
Maritime Injuries/ Fatalities	673	771	650	Met
Recreational Deaths	710	742	**Not Available	<i>Estimated - Met</i>
<p>Description: This measure is a five-year average of reportable passenger and maritime worker deaths and injuries, and recreational boating fatalities, for the current and four previous years. Maritime worker deaths and injuries include reportable casualties of crewmembers or employees aboard U.S. commercial vessels. Passenger deaths and injuries include reportable casualties of commercial passengers on U.S. vessels operating in any waters and commercial passengers on foreign flag vessels operating in U.S. waters.</p> <p>*Target represents the five-year average of passenger and maritime worker deaths and injuries, and the annual number of recreational boating fatalities. State Boating Law Administrators will provide final data in July 2005.</p>				
<p>Explanation of Fiscal Year 2004 Results: The rolling five-year average number of passenger and maritime worker deaths and injuries improved to 650 for fiscal year 2004 – well below the fiscal year 2004 target of 771.</p> <p>** State Boating Law Administrators will provide data to the Coast Guard by July 2005. However, based on previous years' actual performance data (721 reported recreational boating deaths in calendar year 2001 and 707 reported in calendar year 2002), USCG expects to meet its sub-goal of less than 742 recreational boating deaths for calendar year 2004. USCG estimates the index figure for fiscal year 2004 to be favorably under our annual target of 1,513 fatalities.</p> <p>Continuous improvement of our performance in marine safety is due to ongoing inspection, investigation, prevention and response programs as well as our work with industry partners in promoting the benefits of safe operations. Recreational boating safety classes offered by the Coast Guard Auxiliary – a key component in reducing the number of accidents – reached more than 55,000 adults and 100,000 youths in fiscal year 2004. Additionally, worldwide efforts through the International Maritime Organization continue to improve the quality of mariner training and qualification, thereby reducing the human factors that cause accidents and resulting casualties.</p>				

Performance Information

United States Coast Guard (USCG) — Migrant Interdiction Program				
Performance Goal:				
By 2009, USCG will reduce the flow of undocumented migrants entering the United States by interdicting or deterring 95 percent of undocumented migrants attempting to enter the United States through maritime routes.				
Objectives Supporting: 1.1, 2.2, 6.3 and 6.4				
Performance Measure:				
Interdict or deter a certain percentage of undocumented migrants who attempt to enter the United States via maritime routes.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	85.3%	87%	87.1%	Met
<p>Description: The number of migrants entering the United States by maritime routes compared with the number of migrants that would attempt to enter with no interdiction presence.</p> <p>Note: The measure tracks four migrant groups – Haitian, Cuban, Dominican and Chinese – at this time. A small number of migrants (approximately 10 percent) from various source countries are not included because formal flow estimates of migrants leaving these countries are not available.</p>				
<p>Explanation of Fiscal Year 2004 Results: There were 4,761 successful arrivals out of an estimated threat of 37,000 migrants, yielding an 87.1 percent performance result. Socioeconomic and political conditions continue to drive migrant flow. Haitian, Cuban, Dominican and Chinese migrants are using new migrant routes via the Mona Pass, Turks and Caicos, U.S. Virgin Islands, the Bahamas and Mexico. There was a significant increase in migrant flow out of the Dominican Republic during the past year as its economy continued to fall, causing inflation to increase more than 30 percent. Interdicting Dominicans is especially challenging because they travel at night some 75 miles across the Mona Pass into Puerto Rico. Professional smugglers facilitate their journey. Additionally, fiscal year 2004 yielded an increased flow in Haitian migrants as a result of an uprising that led to the departure of President Jean-Bertrand Aristide. Cuban and Chinese migrant flow remained similar to recent years. Overall, USCG interdicted the most migrants at sea in fiscal year 2004, since the Cuban and Haitian mass migrations of 1994.</p>				

Performance Information

United States Coast Guard (USCG) — Ports, Waterways and Coastal Security Program				
Performance Goal:				
<p><i>As stated in the Fiscal Year 2004 Annual Performance Plan:</i> By 2009, the Coast Guard will reduce homeland security risk in the maritime domain by obtaining Maritime Security Condition (MARSEC) level-1 85 percent of the time.</p> <p><i>As enhanced to reflect program counter-terrorism performance:</i> To reduce the security risk due to terrorism in the maritime domain.</p>				
Objectives Supporting: 1.2, 2.1 and 3.1				
Performance Measure:				
<p><i>As stated in the Fiscal Year 2004 Annual Performance Plan:</i> (Interim) MARSEC level attainment percentage</p> <p><i>As to be developed to better reflect program counter-terrorism performance:</i> The proposed Coast Guard Ports, Waterways and Coastal Security (PWCS) performance measure is being developed.</p>				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Not Established	Not Available	Not Available
<p>Description: The proposed measure is a risk-based index informed by scenarios that represent the most serious anticipated risks due to terrorism in the maritime domain.</p> <p>The initial interim proposed performance measure was adjusted in fiscal year 2004 to better reflect program counter terrorism performance.</p>				
<p>Explanation of Fiscal Year 2004 Results: Much has been accomplished in the PWCS arena. The Coast Guard continues to improve its understanding of the threat, vulnerability and consequence dimensions of terror-related risks in the maritime domain and refine its intervention plans. The Coast Guard has re-worked its budget base to better serve post-September 11th priorities and has sought and obtained new authorities and capabilities. Various specific activities and initiatives continue to reduce risk in the maritime domain, including improvements to Operation Neptune Shield, which identifies operational activity performance targets for Coast Guard forces; issuance of <i>Maritime Transportation Security Act</i> regulations; establishment of the International Port Security Program; reorganization of several Coast Guard operational field offices into more effective sector commands; creation of a program office dedicated to Maritime Domain Awareness; and establishment of Field Intelligence Support Teams in the Nation's ports. In addition, the Coast Guard has conducted 46 of 55 planned Port Security Assessments and anticipates completing 54 by the end of December 2004. The last port (Oakland/San Francisco) will be completed in the January-February 2005 timeframe.</p>				
<p>Recommended Action: The Coast Guard is anxious to demonstrate the measurable reduction in terror-related risk that will result from the continued build-out of its Ports, Waterways and Coastal Security mission-program. Pending final approval of its suggested measure, the Coast Guard will be one step closer to being able to effectively communicate the results of its PWCS program.</p>				

Performance Information

U.S. Customs and Border Protection (CBP) — Border Security Inspections and Trade Facilitation at Ports of Entry Program

Performance Goal:

Protect the Homeland from acts of terrorism and reduce its vulnerability to the threat of international terrorists. Move legitimate cargo and people efficiently while safeguarding the border and the security of the United States.

Objectives Supporting: 2.1, 2.2, 2.3 and 6.4

Performance Measure:

Advanced Passenger Information System (APIS) Data Sufficiency Rate (percentage of flights with passenger data provided data sufficiency rate in fiscal year 2002 and beyond).

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	98%	94.2%	98%	Met

Description: This measure is an estimate of the level of effectiveness of the primary processing method in identifying high-risk passengers identified through name checks against federal law enforcement databases. It is also the data sufficiency rate of information received for international air passengers. It is used to evaluate the quality/usefulness of data received. Improvements are based largely on the initiative requests submitted through the budget process.

Explanation of Fiscal Year 2004 Results: Commercial carriers are required by statute to transmit APIS data for passengers and crewmembers. Carriers may incur penalties if they do not maintain a minimum of a 97 percent sufficiency rate on a weekly basis. APIS results provide an indicator of how well information is gathered regarding passengers traveling to the United States prior to their arrival. This information is critical to CBP's efforts to identify potential terrorists before they attempt to board aircraft traveling to the United States.

Performance Measure:

Outbound Currency Seizures (In Millions of dollars).

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	51.7	50.7	46.05	Not Met

Description: The value of outbound monetary instruments (defined as U.S. or foreign coins and currency, travelers checks, money orders, investment securities, etc. as defined by the *Currency and Foreign Transactions Reporting Act, P.L. 97-25B, 31 USC 5311*), e.g., seized currency, by or with the participation of CBP Officers for violations of currency reporting regulations and bulk currency smuggling regulations.

Explanation of Fiscal Year 2004 Results: There are several reasons the target was not met. For one, during the past year, we have gone to Level Orange (High) Alerts on several occasions. Being at the Orange Level is believed to reduce attempts to transport currencies because officials at the borders being on heightened alert deters the smugglers.

The Outbound Currency Program is instrumental in interdicting and deterring the illicit flow of money to terrorist activities and narcotic trafficking organizations. Dedicated Outbound Currency Teams are a crucial element in the fight against terrorism and drugs. Without money and/or other monetary instruments, it would be extremely difficult for terrorists and narcotic traffickers to execute their plans. It is, therefore, important for CBP to build and expand the (Outbound) Currency Program.

Recommended Action: CBP is examining ways to increase the outbound currency seizures for the current fiscal year and subsequent fiscal years. These may include joint operations to target currency with ICE and other federal and local law enforcement agencies.

Performance Information

Performance Measure:				
Counter-Terrorism Qualitative Assessment.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Qualitative Assessment	Not Available	Not Available
Description: A qualitative assessment of U.S. Customs and Border Protection (CBP) efforts to identify, disrupt and dismantle organizations that further terrorist activity.				
Explanation of Fiscal Year 2004 Results: While meetings were held to develop a methodology to conduct the qualitative assessment, a methodology was not finalized.				
Recommended Action: In conjunction with the Department, CBP will work to develop and implement a methodology to conduct the qualitative assessment.				

Performance Measure:				
Compliance Rate in the Air Passenger Environment (percentage of travelers compliant).				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	99%	99.2%	99.2%	Met
Description: The Compliance Rate in the air passenger environment (percent of travelers compliant), otherwise referred to as COMPEX rate, is a statistical sampling technique that is outcome/result driven. It is an outcome measure because it estimates the threat approaching the port of entry and the effectiveness of officer targeting toward that threat. COMPEX also measures apprehension rate. The measure is valid because it encompasses enforcement actions taken at a port of entry and a sampling of passengers who are considered low risk and would not otherwise be examined. These data are used to determine the percentage of travelers who are compliant with the laws, rules, regulations and agreements enforced by CBP. The data are pulled from the Treasury Enforcement Communication System, airport secondary result screen.				
Explanation of Fiscal Year 2004 Results: The results demonstrate what the threat is at major airports and how well CBP is addressing that threat. High percentage levels were maintained in fiscal year 2004 due to CBP having knowledge of the potential threat facing a port and by appropriately responding to it, thereby greatly increasing the likelihood of preventing potential terrorists from entering the United States.				

Performance Measure:				
Compliance Rate in the Vehicle Passenger Environments (percentage of travelers compliant).				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	99.9%	99.9%	99.9%	Met
Description: The percentage of compliant passenger data is a statistically valid estimate of the percentage of vehicles approaching the port of entry that are not in violation of any laws, rules, regulations or agreements enforced by CBP. The rate of compliance is determined by estimating the total number of violations present in the population of vehicles approaching the port of entry and dividing it by the total number of vehicles subject to random sampling at the port of entry. Improvements are based largely on the initiative requests.				
Explanation of Fiscal Year 2004 Results: The estimated number (99.9 percent) of targeted vehicles (sample) entering the ports of entry during fiscal year 2004 were actually referred (99.9 percent) using a random sampling, and the results were 99.9 percent in compliance. By ensuring a high percentage of all vehicles traveling to the United States are not in violation of any laws, rules or regulations, we greatly increase the likelihood of preventing potential terrorists from entering the United States. The results indicated here demonstrate that virtually all vehicles entering the United States are being screened for such violations. High performance levels were maintained in fiscal year 2004 indicated by a 99.9 percent compliance rate.				

Performance Information

Performance Measure:				
Outbound Enforcement Targeting Effectiveness (percentage effective).				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	5.74%	9.0%	30.59%	Met
Description: Outbound Enforcement Targeting Effectiveness is the total number of positive examinations of cargo that was exported divided by the total number of targeted examinations conducted. This measure captures the targeting effectiveness for all manually targeted exams recorded in the Outbound Targeting and Tracking System and all other exams targeted by the Automated Export System. Both sets of data are combined and a percentage is expressed. Data supporting this measure are extracted from the Operations Management Report.				
Explanation of Fiscal Year 2004 Results: The fiscal year 2004 target was 9 percent for the year. The fiscal year 2004 actual was 30.59 percent or 7.65 percent per quarter instead of 2.25 percent per quarter as predicted. The increase was due to more outbound inspections using high technology non-intrusive equipment and better targeting capabilities.				

Performance Measure:				
Outbound Licensing Violations (number of violations found).				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	993	800	2,123	Met
Description: This is CBP's most significant measure. Outbound Licensing Violations are the number of seizures for violations of the Department of State, Department of Commerce and the Office of Foreign Assets Control (OFAC) licensing regulations for exports. Outbound Licensing Violations are the combined total number of seizures for violations of the International Traffic in Arms Regulations (ITAR), Export Administration Regulations (EAR) and the OFAC sanctions. Data are extracted from information collected from the Treasury Enforcement Communications System Clear Reports for violations.				
Explanation of Fiscal Year 2004 Results: The enforcement of U.S. export control laws and regulations are critical to the CBP anti-terrorism mission. CBP enforcement of ITAR, EAR and OFAC regulations is to prevent terrorist and other criminal entities from obtaining conventional weapons, weapons of mass destruction and commodities or technologies that can be converted into weapons to be used against the United States and U.S. interests in the United States and abroad.				
Seizure numbers for fiscal year 2004 increased significantly due solely to the efforts of CBP Officers working interdiction and security (outbound) operations. The number of CBP Officers working outbound operations is very limited.				
The number of seizures interdicted during fiscal year 2004 indicates that there are serious and numerous attempts by other countries to obtain weapons and parts from the United States and that U.S. companies are not complying with U.S. export control laws and regulations. CBP needs to support interdiction and security (outbound) by establishing permanent dedicated outbound teams at all major airports, seaports and land border ports; providing funding to the Automated Export System and Automated Targeting System to increase automated targeting capabilities and export manifesting for all modes of transportation; and providing equipment and tools to allow CBP officers to conduct examinations.				

Performance Information

Performance Measure:				
Cocaine seized – thousands of pounds (at ports of entry).				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	76.2	77.8	44.6	Not Met
Description: Improvements are based largely on the initiative requests. A consistent drug flow was assumed in establishing these targets; however, changes in drug flow to U.S. borders may impact targets. The overall impact of drug interdiction efforts must be evaluated in light of total federal supply-and-demand reduction efforts. Narcotics seizure estimates are soft estimates due to the related unknowns such as trafficking patterns. This measure includes the amount of cocaine seized at the ports of entry by or with the participation of CBP Officers from passengers, vehicles, commercial and private aircraft, vessels, trucks, cargo and railcars entering the United States.				
Explanation of Fiscal Year 2004 Results: All drug projections were based on fiscal year 2003 data, which included both components of legacy U.S. Customs Service – Office of Field Operations (OFO) and Investigations. We are now measuring our progress under the new CBP structure, which only includes data for OFO. Drug enforcement data indicate that seizure activity is returning to pre-September 11 th levels. This is primarily due to the fact that the increases we saw immediately after September 11 th have leveled off. Immediately after September 11 th , the greatly enhanced inspections during heightened alert level operations resulted in more seizures. We have now realized all the early efficiencies we could hope to achieve from those enhanced operations. Not all new and additional canine resources are exclusively narcotics detection. New assets include canine capabilities to address our priority mission of anti-terrorism; namely chemical and explosive detection. As we further institutionalize our priority mission, we will likely find that the same characteristics that make someone suspicious for anti-terrorism threats are not always the same as the characteristics that make someone suspicious for narcotics smuggling.				
Recommended Action: CBP will adjust its future target levels to more closely reflect current operations, and we anticipate we will be able to meet our targets in future years.				

Performance Measure:				
Cocaine seized – number of seizures (at ports of entry).				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	1,806	1,788	2,095	Met
Description: Improvements are based largely on the initiative requests. A consistent drug flow was assumed in establishing these targets; however, changes in drug flow to U.S. borders may impact targets. The overall impact of drug interdiction efforts must be evaluated in light of total federal supply-and-demand reduction efforts. Narcotics seizure estimates are soft estimates due to the related unknowns such as trafficking patterns. This measure includes the amount of cocaine seized at the ports of entry by or with the participation of CBP Officers from passengers, vehicles, commercial and private aircraft, vessels, trucks, cargo and railcars entering the United States.				
Explanation of Fiscal Year 2004 Results: Drug enforcement data indicate that seizure activity is returning to pre-September 11 th levels. This is primarily due to the fact that the increases we saw immediately after September 11 th have leveled off. Immediately after September 11 th , the greatly enhanced inspections during heightened alert level operations resulted in more seizures. We have now realized all the early efficiencies we could hope to achieve from those enhanced operations.				

Performance Information

Performance Measure:				
Marijuana seized – thousands of pounds (at ports of entry).				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	864.8	873.8	652.8	Not Met
Description: Improvements are based largely on the initiative requests. A consistent drug flow was assumed in establishing these targets; however, changes in drug flow to U.S. borders may impact targets. The overall impact of drug interdiction efforts must be evaluated in light of total federal supply-and-demand reduction efforts. Narcotics seizure estimates are soft estimates due to the related unknowns such as trafficking patterns. This measure includes the amount of marijuana seized at the ports of entry by or with the participation of CBP officers from passengers, vehicles, commercial and private aircraft, vessels, trucks, cargo and railcars entering the United States.				
Explanation of Fiscal Year 2004 Results: Anti-terrorism continues to be the No. 1 CBP priority; therefore, fewer primary assets are dedicated exclusively to drug interdiction. All drug projections were based on fiscal year 2003 data, which included both components of legacy U.S. Customs Service – Office of Field Operations (OFO) and Investigations. We are now measuring our progress under the new CBP structure, which only includes data for OFO. The total weight of marijuana seized at ports of entry has been on a steady decrease during the past three years. That trend is likely to continue as more domestic hydroponic operations are created and more large-scale growth operations are discovered in remote areas of the western United States.				
Recommended Action: CBP will adjust its future target levels to more closely reflect current operations, and we anticipate we will be able to meet our targets in future years.				

Performance Measure:				
Marijuana seized – number of seizures (at ports of entry).				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	10,516	10,422	10,514	Met
Description: Improvements are based largely on the initiative requests. A consistent drug flow was assumed in establishing these targets; however, changes in drug flow to U.S. borders may impact targets. The overall impact of drug interdiction efforts must be evaluated in light of total federal supply-and-demand reduction efforts. Narcotics seizure estimates are soft estimates due to the related unknowns such as trafficking patterns. This measure includes the amount of marijuana seized at the ports of entry by or with the participation of CBP Officers from passengers, vehicles, commercial and private aircraft, vessels, trucks, cargo and railcars entering the United States.				
Explanation of Fiscal Year 2004 Results: Drug enforcement data indicate that seizure activity is returning to pre-September 11 th levels. This is primarily due to the fact that the increases we saw immediately after September 11 th have leveled off. During that time, the greatly enhanced inspections during heightened alert level operations resulted in more seizures. We have now realized all the early efficiencies we could hope to achieve from those enhanced operations.				

Performance Information

Performance Measure:				
Heroin seized – thousands of pounds (at ports of entry).				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	3.8	3.9	2.8	Not Met
Description: Improvements are based largely on the initiative requests. A consistent drug flow was assumed in establishing these targets; however, changes in drug flow to U.S. borders may impact targets. The overall impact of drug interdiction efforts must be evaluated in light of total federal supply-and-demand reduction efforts. Narcotics seizure estimates are soft estimates due to the related unknowns such as trafficking patterns. This measure includes the amount of heroin seized at the ports of entry by or with the participation of CBP Officers from passengers, vehicles, commercial and private aircraft, vessels, trucks, cargo and railcars entering the United States.				
Explanation of Fiscal Year 2004 Results: The fastest growth in CBP staffing has been directed at U.S.-Canadian border threats. The primary threat on the U.S.-Canadian border is from people or weapons that terrorist cells can direct at targets in the United States. Though the border control threat is quickly moving eastward, more than 60 percent of all narcotics seizures still occur along the U.S.-Mexican border. The rate of increase in staffing levels along the U.S.-Mexican border has slowed from the 1990s pace. For heroin, data validate that the average weight per seizure has decreased. This may be an indication that smugglers/controllers are returning to smaller quantities that can be more deeply concealed to escape detection.				
Recommended Action: CBP will adjust its future target levels to more closely reflect current operations, and we anticipate we will be able to meet our targets in future years.				

Performance Measure:				
Heroin seized – number of seizures (at ports of entry).				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	771	802	631	Not Met
Description: Improvements are based largely on the initiative requests. A consistent drug flow was assumed in establishing these targets; however, changes in drug flow to U.S. borders may impact targets. The overall impact of drug interdiction efforts must be evaluated in light of total federal supply-and-demand reduction efforts. Narcotics seizure estimates are soft estimates due to the related unknowns such as trafficking patterns. This measure includes the amount of heroin seized at the ports of entry by or with the participation of CBP Officers from passengers, vehicles, commercial and private aircraft, vessels, trucks, cargo and railcars entering the United States.				
Explanation of Fiscal Year 2004 Results: Anti-terrorism continues to be the No. 1 CBP priority; therefore, fewer primary assets are dedicated exclusively to drug interdiction. All drug projections were based on fiscal year 2003 data, which included both components of legacy U.S. Customs Service – Office of Field Operations (OFO) and Investigations. We are now measuring our progress under the new CBP structure, which only includes data for OFO. Drug enforcement data indicate that seizure activity is returning to pre-September 11 th levels. This is primarily due to the fact that the increases we saw immediately after September 11 th have leveled off. During that time, the greatly enhanced inspections during heightened alert level operations resulted in more seizures.				
Recommended Action: CBP will adjust its future target levels to more closely reflect current operations, and we anticipate we will be able to meet our targets in future years.				

Performance Information

Performance Measure:				
International Air Passengers in Compliance with Agricultural Quarantine Regulations (percentage compliant).				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	97%	97%	97%	Met
Description: The percentage of passengers in the air who are compliant with the Agricultural Quarantine Regulations. The compliance rates are based on statistical sampling. The actual performance result listed above is the midpoint of the range. The program collects data used to measure this performance goal through agricultural inspection monitoring activities. Program officials collect data at multiple ports of entry for the air passenger, border vehicle and cargo pathways by applying standard statistical sampling procedures.				
Explanation of Fiscal Year 2004 Results: Performance measures best represent the random inspection of travelers and cargo. The data collected from inspection not only help us to estimate the percentage of compliance but also provides information concerning various agricultural items seized to better understand the threat risk of agricultural pests and diseases. Inspecting travelers and cargo are important in keeping prohibited items out of the United States, as well as monitoring for significant agricultural threats, encouraging compliance with regulations and educating the public and importers concerning agricultural quarantine regulations.				

Performance Measure:				
Border Vehicle Passengers in Compliance with Agricultural Quarantine Regulations (percentage compliant).				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	96%	96%	96%	Met
Description: The percentage of passengers in the vehicle environment who are in compliance with the Agricultural Quarantine Regulations. The compliance rates are based on statistical sampling. The actual performance result listed in the table above is the midpoint of the range. The program collects data used to measure this performance goal through AI Monitoring activities. Program officials collect data at multiple ports of entry for the air passenger, border vehicle and cargo pathways by applying standard statistical sampling procedures.				
Explanation of Fiscal Year 2004 Results: Performance measures best represent the random inspection of travelers and cargo. The data collected from inspection not only help us to estimate the percentage of compliance but also provides information concerning various agricultural items seized to better understand the threat risk of agricultural pests and diseases. Inspecting travelers and cargo are important in keeping prohibited items out of the United States, as well as monitoring for significant agricultural threats, encouraging compliance with regulations and educating the public and importers concerning agricultural quarantine regulations.				

Performance Information

U.S. Customs and Border Protection (CBP) — Border Security and Control Between Ports of Entry Program				
Performance Goal:				
Strengthen national security at and between ports of entry to prevent the illegal entry of people and contraband into the United States.				
Objectives Supporting: 2.1 and 2.2				
Performance Measure:				
High priority border corridors demonstrating optimum deterrence.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	9	11	11	Met
<p>Description: The primary indicator of successful border security initiatives is the significant reduction and leveling off of attempted entry. Optimum deterrence is defined as the level at which applying more Border Patrol Agents and resources would not yield a significant gain in arrests/deterrence. This is a critical point in our strategy, as it would not be logical to try to reach essentially zero illegal entry attempts in one location while there are literally thousands of such attempts in another location. Through sufficient staffing in recent years, we have been able to profile and predict the trend pattern to reaching optimum deterrence. It takes several years of staffing build ups until a peak is reached in staffing levels and arrests, followed by a reduction in illegal entry attempts (deterrence), culminating in a leveling off of both resources and arrests (optimum deterrence). Although we look to an eventual reduction in arrests as a primary indicator of illegal entry attempts (and therefore deterrence), other critical indicators include: decrease in border-related crime, decrease in recidivism, shifting of illegal activity to non-traditional points of entry and through non-traditional methods, increase in smuggling fees, increase in property values and commercial and public development along the border, etc. Each of these factors (and others) is part of a comprehensive analysis conducted for each area.</p>				
<p>Explanation of Fiscal Year 2004 Results: Patterns in illegal border crossings determine those areas of the border deemed high priority for border control efforts. This measure indicates the extent to which resources have been devoted to these high priority corridors to ensure optimum deterrence is achieved. Improvements in fiscal year 2004 were obtained through a variety of initiatives that introduced new approaches to border security at the southwestern U.S. border, including the implementation of an unprecedented and integrated border security initiative known as the Arizona Border Control Initiative, use of unmanned aerial vehicles for surveillance and information gathering, increase of technological resources, increase of intelligence gathering and targeting, and furtherance of cooperative enforcement efforts within and outside the Department.</p>				

Performance Information

U.S. Customs and Border Protection (CBP) — Container Security Initiative Program				
Performance Goal:				
Prevent the entry of terrorists, instruments of terror and contraband in shipping containers, while facilitating the legal flow of goods by pushing the Nation's zone of security beyond our physical borders to 100 percent of targeted ports, through international partnerships.				
Objectives Supporting: 2.1				
Performance Measure:				
Maximize targeting effectiveness of high-risk containerized cargo.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	100%	100%	Met
Description: Aggregate ratio of U.S. versus foreign bills of lading (shipping information) reviewed. This operational performance measure identifies the goals and metrics pertinent to the daily operation of the program, i.e. bills of lading reviewed, containers examined, investigative cases opened, etc.				
<p>Explanation of Fiscal Year 2004 Results: Results for fiscal year 2004 show that 100 percent of foreign bills of lading for maritime cargo destined to the United States from Container Security Initiative (CSI) ports are being reviewed prior to ship departure. Reviewing cargo containers prior to their departure from foreign ports supports CBP's and CSI's dual goals of preventing potential terrorist weapons or activities from entering the United States and facilitating the movement of legitimate trade and travel through designated U.S. ports of entry.</p> <p>Improvements during fiscal year 2004 were obtained by increasing the percentage of bills of lading received 24 hours prior to container departure from foreign ports under the <i>24 Hour Advance Manifest Rule</i>, enhancements in the Automated Targeting System for high-risk cargo, and timely staffing of newly operational ports. During the year, 6 percent of total cargo containers reviewed were identified as potential threats and were physically inspected in the CSI port of origin or immediately upon arrival in the United States.</p>				

Performance Information

U.S. Customs and Border Protection (CBP) — Customs-Trade Partnership Against Terrorism (C-TPAT) Program				
Performance Goal:				
Move legitimate cargo efficiently while safeguarding the border and the security of the United States.				
Objectives Supporting: 2.1				
Performance Measure:				
Percentage of sea containerized cargo transported by C-TPAT carriers.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	93%	93%	95.3%	Met
Description: The amount of sea cargo shipped through C-TPAT certified carriers. Certified C-TPAT carriers have submitted a verifiable security profile and have committed to implementing the security actions listed in the C-TPAT agreement and security recommendations. This method of shipment maintains effective security processes throughout the international transportation chain, from the foreign port of lading to the port of importation.				
Explanation of Fiscal Year 2004 Results: Based on <i>Journal of Commerce</i> data, C-TPAT sea carriers comprised 95.3 percent of the 20-foot equivalent units imports into the United States. This measure indicates that the more foreign containerized cargo shipped through C-TPAT member supply chains, the greater control of the supply chain. This decreases the likelihood of instruments of terror being imported into the United States. The higher percentage of cargo transported through C-TPAT carriers also greatly facilitates the process of reviewing, screening, loading and unloading cargo containers to facilitate the legal flow of trade. Improvements during fiscal year 2004 were obtained by adding 15 C-TPAT carriers to the international supply chain, along with implementing procedures to regularly review the maintenance of program standards. C-TPAT certified carriers also contribute to international security by promoting C-TPAT membership with their customers, service providers and other members of the international trade community.				

Performance Information

U.S. Customs and Border Protection (CBP) — Non-Intrusive Detection and Inspection Technology Program

Performance Goal:

Protect the Homeland from acts of terrorism and reduce its vulnerability to the threat of international terrorists. Move legitimate cargo and people efficiently while safeguarding the border and the security of the United States. Contribute to a safer America by prohibiting the introduction of illicit contraband into the United States.

Objectives Supporting: 2.1 and 2.3

Performance Measure:

The percentage of Non-Intrusive Inspection (NII) examinations performed of the total number of truck and rail containers arrived.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	15%	10%	26.6%	Met

Description: Prevent the entry of terrorists, the instruments of terror and contraband while facilitating the legal flow of people, goods and services on which our economy depends. Contribute to a safer America by preventing the introduction of illicit contraband into the United States. The figures above represent the total number of examinations conducted using NII technology in the land environment versus the total number of containers arrived in same. Information is based on the Operations Management System/Port Tracking data extracted from the Treasury Enforcement Community System.

Explanation of Fiscal Year 2004 Results: While these data can be considered very reliable, it is subject to error, such as input errors that are not caught by the reviewing supervisory officer. Results for this measure indicate the extent that sophisticated equipment is being used to screen arriving rail and truck containers for weapons of mass destruction. The higher percentage of cargo screened using NII, the greater the likelihood of detection of potentially hazardous material and the prevention of it entering the United States. During fiscal year 2004, we implemented numerous new technologies, including radiation portal monitors and portal gamma ray imaging to detect weapons of mass destruction at land ports of entry. The combination of obtaining equipment, training personnel and actual implementation has resulted in the increased percentage of cargo screened and increased probability of detecting potentially hazardous material.

Performance Measure:

The percentage of Non-Intrusive Inspection (NII) examinations performed of the total number of sea containers arrived.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	5.3%	5%	5.2%	Met

Description: Prevent the entry of terrorists, the instruments of terror and contraband while facilitating the legal flow of people, goods and services on which our economy depends. Contribute to a safer America by preventing the introduction of illicit contraband into the United States. The figures above represent the total number of examinations conducted using NII technology in the sea environment versus the total number of containers arrived in same. Information is based on Operations Management System/Port Tracking data extracted from the Treasury Enforcement Communication System.

Explanation of Fiscal Year 2004 Results: While these data can be considered very reliable, they are subject to error, such as input errors that are not caught by the reviewing supervisory officer. Results for this measure indicate the extent sophisticated equipment is being used to screen arriving sea containers for weapons of mass destruction. The higher percentage of cargo screened using NII, the greater the likelihood of detection of potentially hazardous material, and the prevention of it entering the United States. During fiscal year 2004, we implemented a variety of combined technologies, including radiation portal monitors, pallet gamma ray scanners and large-scale heavy penetration X-ray scanning equipment in more than 15 sea ports of entry to detect weapons of mass destruction. The combination of obtaining equipment, training personnel and actual implementation has resulted in the increased percentage of cargo screened and increased probability of detecting potentially hazardous material.

Performance Information

U.S. Customs and Border Protection (CBP) — Automation Modernization

Performance Goal:

By 2009, improve risk targeting of goods imported through the continued roll out of the Automated Commercial Environment (ACE). Meet or exceed project cost schedules. Improve application systems availability and operational efficiency to users. Maintain an unqualified opinion on the audit of financial systems. Increase the use of e-commerce throughout financial processes. Increase the delivery of training through distance learning.

Objectives Supporting: 2.2 and 6.4

Performance Measure:

Percentage of Participating Government Agencies forms filed electronically.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	15%	10%	5%	Not Met

Description: This measure will determine the level of automation that the International Trade Data System (ITDS) will provide the trade. This system enables the one-time entry of trade information and creates a central repository of information that can be routed to the appropriate government agencies in an efficient and timely manner. The trade information in ITDS can be leveraged for multiple purposes, including risk assessment to aid in the screening of cargo and conveyances. Risk management allows the Federal Government to focus on the high-risk cargo for potential terrorist implications while facilitating the trade of low-risk cargo. ITDS aims to greatly increase the number of trade forms submitted electronically over the course of deployment as a measure of its effectiveness for being a "single window for trade." The Office of Management and Budget calculates the number of forms processed electronically and the associated trade burden.

Explanation of Fiscal Year 2004 Results: Currently, it is estimated that 5 percent of the total trade forms are submitted and processed electronically. Each new release of ACE will increase the percentage of participating government agencies that can file their trade data electronically. Efforts were made during fiscal year 2004 on Release 4, but the delay in the release prevented the expected increase in forms being filed electronically during this time period.

Recommended Action: Our performance measure results were not met due to the delay in the ACE Release 4 deployment. The result is the current state of form submitted electronically and does not indicate the effectiveness of the ITDS system. The first ITDS functionality is now scheduled for full operational capability in February 2005. The performance measurement can be assessed at the end of fiscal year 2005.

U.S. Immigration and Customs Enforcement (ICE) — Federal Air Marshal Service Program

Performance Goal:

Classified

Objectives Supporting: 2.5 and 3.1

Performance Measure:

Level of Federal Air Marshal coverage for each individual category of identified risk.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	Classified	Classified	Classified	Met

Description: Classified

Explanation of Fiscal Year 2004 Results: Classified

Performance Information

U.S. Immigration and Customs Enforcement (ICE) — Air and Marine Operations Program				
Performance Goal:				
Deny the use of airspace for implementing acts of terrorism against critical infrastructure, personnel and institutions within the United States and its territories.				
Objectives Supporting: 2.1 and 3.1				
Performance Measure:				
Reduce the number of airspace intrusions within the Flight Restricted Zone (FRZ) that covers the National Capital Region (NCR).				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	7	5	48	Not Met
<p>Description: The National Capital Region Aviation Branch (NCRAB) was established close to the center of the area identified as the highest risk for terrorist attack – the Nation’s Capital. This area is known as the Flight Restricted Zone (FRZ) and has a radius of 15 miles (more than 700 square miles). A secondary parameter, called the Air Defense Identification Zone (ADIZ), is an outer ring around the FRZ that surrounds Washington, D.C., and covers more than 3,000 square miles. The primary goal of NCRAB is to protect and safeguard the restricted airspace within the FRZ against terrorist attacks. NCRAB’s second goal and responsibility is to prevent possible threats from penetrating into the outer ring of the restricted airspace by detecting and intercepting unauthorized aircraft prior to entering the ADIZ. The systematic approach to providing airspace security uses aircraft, radar data and other information to access air traffic for potential threats. This is an integrated effort by Air and Marine Operations (AMO), along with other federal, state and local law enforcement agencies, focused on detecting and responding to airborne threats against the Nation’s Capital. Since the Nation’s Capital has been identified as being the area of highest risk for terrorist attack, this measure evaluates the aviation enforcement presence over the FRZ.</p> <p>AMO’s goal to reduce the number of unauthorized penetrations into the FRZ is based on the threat assessment and urgency to provide an aviation enforcement presence at the center of the Nation’s Capital. AMO’s current capability to secure the airspace over the Nation’s Capital supports our goals of Prevention and Protection. AMO aircrafts are on continual alert at NCRAB for immediate response to intercept unauthorized penetrations within the ADIZ and interdict potential terrorist attacks. To increase the effectiveness of airspace security over the Nation’s Capital, we will modernize our aircraft fleet, improve radar and communications technology, and expand our capacity to support other federal, state and local law enforcement agencies.</p> <p>The official number of unauthorized penetrations is taken from flight standards provided by the Federal Aviation Administration. However, AMO inputs and extracts data from the AMO Operations Reporting System. These data are reviewed and approved by supervisors on a daily basis and their reliability has been reviewed by outside agencies.</p> <p>Explanation of Fiscal Year 2004 Results: AMO was tasked to assist with the protection and enforcement of restricted airspace over the Nation’s Capital in January 2003. At that time AMO established a temporary base, the NCR, and set strict performance goals based on the resources required to accomplish this mission. AMO supports this effort by rotating aircraft and crews from their home branches throughout the United States. FRZ performance will occasionally falter until permanent facilities can be obtained, more aircraft can be procured and additional personnel are hired or transferred to support this effort.</p> <p>Many of the unauthorized penetrations into the FRZ have been identified as privately owned aircraft registered in the Washington, D.C. area. These pilots were unaware of the newly assigned restricted airspace. In addition, many of the penetrations are simply due to radio frequency and transponder code changes by authorized commercial or military aircraft prior to vacating the FRZ.</p> <p>Recommended Action: AMO has received part of the necessary funding needed to support the NCR. Combined with continued financial support for additional resources (permanent facilities, operational equipment, aircraft and personnel) and the Outreach Program, AMO anticipates the number of unauthorized penetrations will decrease significantly. The additional manpower will not only operate aircraft, but also support the AMO public awareness program known as Outreach. Through the Outreach Program, AMO personnel will visit small airports to ensure accurate information is disseminated appropriately. Additional efforts are also being made to educate other federal, state and local enforcement aviation institutions regarding proper communication procedures while authorized within the FRZ.</p>				

Performance Information

U.S. Immigration and Customs Enforcement (ICE) — Detention and Removal Program				
Performance Goal:				
Remove 100 percent of removable aliens.				
Objectives Supporting: 2.2				
Performance Measure:				
Number of final order removals divided by the number of final orders issued.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	61%	79%	<i>Estimated - 82%</i>	<i>Estimated - Met</i>
<p>Description: The number of final order removals in any reporting period is the number of removals of aliens from the United States that resulted from an order of removal that was issued by an Immigration Judge or ICE under its statutory authority. The number of removals does not include expedited removals or aliens with verified departures under a grant of voluntary departure. It does include aliens originally placed in expedited removal who claimed credible fear of persecution if returned to their country of origin or who claimed legal status in the United States and, in each case, were then processed under removal proceedings. The number of final orders of removal issued includes all executable orders of removal issued by either an Immigration Judge or ICE during the reporting period. Removal orders that are not executable include orders issued to aliens with temporary protective status, orders issued to aliens who are incarcerated in state or federal prison (unless they are released by the end of the reporting period) and orders issued to aliens from countries that do not cooperate in the issuance of travel documents: Cuba, Laos and Vietnam.</p> <p>Since the numerator may include aliens who were removed during the reporting period whose order of removal was issued in some prior reporting period, the performance measure could exceed 100 percent and must exceed 100 percent in order to reduce the backlog of unexecuted (but executable) orders of removal.</p>				
<p>Explanation of Fiscal Year 2004 Results: The Office of Detention and Removal's (DRO) adherence to ICE's strategic plan, <i>Endgame</i> (2003-12), helped us meet the Department's target. DRO achieved economies of scale by means of the Joint Prisoner & Alien Transportation System (JPATS), charter flights and centralized ticketing. Expansion of fugitive operations and use of stipulated orders, when appropriate, also contributed to the improvement over fiscal year 2003. Results are estimated due to the length of time to collect and compile results. Results will be reported in the fiscal year 2005 <i>Performance and Accountability Report</i>.</p>				

Performance Information

U.S. Immigration and Customs Enforcement (ICE) — Office of Investigations Program				
Performance Goal:				
Protect the American people, property and infrastructure from foreign terrorists, criminals and other people and organizations who threaten the United States, by increasing the percentage of cases that have an enforcement consequence.				
Objectives Supporting: 2.2				
Performance Measure:				
Percent of completed cases, which have an enforcement consequence.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	57.2%	58.7%	43.8%	Not Met
Description: This is a federal law enforcement outcome measure that demonstrates the effectiveness and efficiency of investigative casework by comparing completed cases with the tangible results of arrest, indictment, conviction, seizure or penalty, achieved by those cases. The higher the percentage, the more efficient the investigative casework. Removing criminals and terrorists and their assets from U.S. society protects Americans and their property by preventing further criminal acts through deterrence and reduction of criminal resources. The law enforcement statistics used are reported by the Treasury Enforcement Communications System (TECS), ICE's investigative casework database.				
Explanation of Fiscal Year 2004 Results: Our target was based on the fiscal year 2003 accumulation of immigration and customs law enforcement statistics from two separate reporting systems. The mandate to enter all ICE law enforcement data on the TECS database began October 1, 2003. The complete transition of ICE agents entering law enforcement data on TECS was not complete until the third quarter of fiscal year 2004. Since TECS was originally a trade law investigative database, and not all immigration law enforcement statistics directly cross over for entry, this performance measure, as currently defined and reported from one system will not provide the same representation of immigration enforcement results in fiscal year 2004 as had been reported in previous years on a separate system. The calculated actual performance percentage did increase in each quarter of fiscal year 2004.				
Recommended Action: We are examining the performance results collected from all closed cases from immigration and trade law enforcement to determine what changes, if any, are necessary to make our performance measure to best represent ICE investigations, while providing an ambitious target. Fiscal year 2005 will be the first full year of standardized reporting.				

Strategic Goal 3 – Protection

The focus of this strategic goal is to safeguard our people and their freedoms, critical infrastructure, property and the economy of our nation from acts of terrorism, natural disasters and other emergencies. The objectives established by the Department to achieve this goal are provided below.

Objective 3.1 Protect the public from acts of terrorism and other illegal activities.

We must not let the threat of terrorism alter the American way of life. We identify and disrupt terrorists and criminals before they threaten the well-being of American citizens. Our investigative efforts focus on identifying the tools and conveyances used by terrorists and criminals, and apprehending suspect individuals. Through our partnerships with other agencies, and through our own efforts, we coordinate and apply knowledge and skills acquired through years of practical use in drug interdiction and airspace security to remain at the forefront of global law enforcement and counter-terrorism efforts. We ensure that our nation's shipping routes do not become avenues of entry for terrorists, their weapons or supplies. We will conduct national and international investigations to gather evidence of violations of U.S. laws, and prevent terrorist groups from obtaining sensitive weapons of U.S. origin.

Objective 3.2 Reduce infrastructure vulnerability from acts of terrorism.

We lead and coordinate a national effort to secure America's critical infrastructure. Protecting America's critical infrastructure is the shared responsibility of federal, state, local and tribal governments, in active partnership with the private sector, which owns approximately 85 percent of the Nation's critical infrastructure. Using the results of modeling, simulation and analytic tools to prioritize our efforts, we implement standardized and tiered protective measures that are rapidly adjustable to counter various levels of threat. We coordinate the implementation of a comprehensive integrated national plan to protect both our physical and cyber infrastructure and significantly reduce vulnerabilities, while ensuring that government at all levels enables, and does not inhibit, the private sector's ability to carry out its protection responsibilities.

Objective 3.3 Protect against financial and electronic crimes, counterfeit currency, illegal bulk currency movement and identity theft.

A principal component of homeland security is economic security, including protection of the Nation's currency and financial payment systems. The Department participates in task forces and other joint operations with the financial community and with federal, state, local and tribal law enforcement partners to investigate crimes targeting the stability, reliability and security of financial systems. To prevent, detect and investigate various forms of electronic crimes, we operate a nationwide network of Electronic Crimes Task Forces. We maintain an overseas investigative presence where criminal groups engage in the counterfeiting of U.S. currency and other financial crimes targeting the Homeland. International drug traffickers steal \$20 billion to \$30 billion annually from the U.S. economy. Much of these illegal funds are shipped out of the United States as bulk currency. This weakens our economy and strengthens the ability of the international drug traffickers to destabilize the governments of their countries by bribery or to finance terrorist activities. We investigate, identify and seize outbound shipments to take away this ability to fund illegal activities.

Objective 3.4 Secure the physical safety of the President, Vice President, visiting world leaders and other protectees.

We protect the Nation's leaders and visiting dignitaries from all threats, including terrorists and other criminals; natural, technological and man-made emergencies; and preventable accidents. We coordinate with military, federal, state, local and tribal law enforcement organizations to ensure their safety. We evaluate information received from law enforcement and intelligence agencies and other sources to investigate, apprehend and prosecute, if appropriate, those who pose a threat. We ensure that protectees have a safe environment in which to continue their operations in the event of any threat contingency.

Performance Information

Objective 3.5 Ensure the continuity of government operations and essential functions in the event of crisis or disaster.

We partner with other federal departments and agencies to ensure the continuous operation of the Federal Government and to secure the survival of an enduring constitutional government in times of attack, national emergency or disaster. We provide alternative facilities, equipment and communications capabilities to ensure that the Federal Government is capable of performing its essential functions and that the Nation will continue to be governed as set forth in the U.S. Constitution.

Objective 3.6 Protect the marine environment and living marine resources.

We partner with other nations; federal agencies; state, local and tribal governments; and responsible sectors of the maritime industry to ensure the quality of our marine resources are protected. We encourage, pursue and enforce bilateral and regional agreements with other governments to ensure that the world's living marine resources are properly maintained and managed. The ability to use unpolluted waters for transportation and recreation is vital to the safety of our citizens and the economy of the Nation; we work to ensure compliance with existing regulations and consider others that may be required to protect our marine environment. We maintain an uncompromising commitment to the stewardship of our national living marine resources through the highest caliber enforcement of fisheries laws and regulations supporting the national policy.

Objective 3.7 Strengthen nationwide preparedness and mitigation against acts of terrorism, natural disasters and other emergencies.

The best way to protect against the effects of harmful incidents is to be prepared. Preparedness and mitigation are important elements in reducing the impacts of acts of terror and other disasters. We ensure all levels of public safety and emergency management are capable of rapid and effective response by establishing a unified, capabilities-based preparedness strategy incorporating all-hazards assessments, training, exercises and assistance for federal, state, local and tribal governments, first responders and communities. We establish, implement and evaluate capabilities through a system of national standards, mutual aid systems and credentialing protocols, and supply technologies for rapid and interoperable communications, personal protection and incident management. We have implemented and sustained a national citizen preparedness movement that includes private-sector involvement. We have expanded the Nation's community risk management capabilities and reduced the Nation's vulnerability to acts of terrorism and other disasters through effective vulnerability assessments and risk management programs.

Detailed information concerning actual performance during fiscal year 2004 to achieve this goal is provided below.

Performance Information

Emergency Preparedness and Response (EP&R) — Mitigation Program

Performance Goal:

As stated in the fiscal year 2004 Annual Performance Plan:

Attain all annual targets in the areas of potential property losses, disaster and other costs avoided; improved safety of the U.S. population through availability of accurate flood risk data in Geographic Information System (GIS) format; and number of communities taking or increasing action to reduce their risk of natural or man-made disaster.

As enhanced to better reflect program performance:

By fiscal year 2009, the Federal Emergency Management Agency (FEMA) will avoid potential property losses, disaster and other costs totaling \$10.5 billion over five years; improve the safety of 95 percent of the population through availability of accurate flood risk data; and reduce the risk of natural or manmade disaster in more than 2,500 communities nationwide.

Objectives Supporting: 3.7

Performance Measure:

(A) Potential property losses, disaster and other costs avoided; (B) Percentage of the population whose safety is improved through availability of accurate flood risk data in GIS format; (C) Number of communities taking or increasing action to reduce their risk of natural or man-made disaster.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	(A) \$1.1 billion (B) 5% (C) 750	(A) \$1.949 billion (B) 10% (C) 500	(A) \$1.949 billion (B) 15% (C) 735	Met

Description: This measure represents an estimate of costs from potential damages, losses and other costs that have been avoided as a result of FEMA's floodplain management and mitigation grant activities in communities across the country. The measure also includes an element representing the cumulative percentage of communities covered by updated digital flood risk data, which replaces old-fashioned paper flood maps, as of the end of the fiscal year, and an element that tracks the total number of communities that have taken action or increased their efforts to mitigate against potential losses from natural or man-made hazards.

Explanation of Fiscal Year 2004 Results: In fiscal year 2004, mitigation actions undertaken by states and communities through FEMA's floodplain management and mitigation grant activities resulted in an estimated \$1.949 billion in costs avoided. This performance measure element represents the dollar value of the losses that have been avoided because actions have been taken, before disaster strikes, to prevent or prepare for floods and other hazards. FEMA also increased the percentage of the population covered by updated flood hazard data from 5 percent in 2003 to 15 percent in 2004, and worked with more than 700 communities to initiate or increase current mitigation efforts.

Performance Information

Emergency Preparedness and Response (EP&R) — National Security Program

Performance Goal:

By fiscal year 2009, all federal departments and agencies will have fully operational Continuity of Operations (COOP) and Continuity of Government (COG) capabilities.

Objectives Supporting: 3.5

Performance Measure:

Percentage of (A) federal departments and agencies with fully operational Continuity of Operations (COOP) capabilities and (B) fully operational Continuity of Government (COG) capabilities.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	(A) 80% (B) 75%	(A) 70% (B) 75%	Not Met

Description: The Federal Emergency Management Agency (FEMA) works with federal departments and agencies to develop and exercise plans that ensure the continuation of federal operations and the continuity and survival of an enduring constitutional government. FEMA collects the results of exercises and self-assessments to measure the percentage of departments and agencies that have in place the necessary plans and capabilities.

Explanation of Fiscal Year 2004 Results: Based on the federal department and agency participation in the Continuity of Operations (COOP) exercise Forward Challenge and Continuity of Government Condition (COGCON) status reporting requirements, FEMA was able to verify that 70 percent had COOP capability. The Readiness Reporting System (RRS), which was expected to be operational in fiscal year 2004, would have provided us the tool to better document department and agency capability. Once operational, we will have better data from the federal community. In 2004, FEMA also partnered with other federal departments and agencies to ensure their ability to play a role in maintaining the Nation's constitutional form of government in the event of disaster or national emergency. In conjunction with its partners, the agency was able to confirm that three-quarters meet the criteria for a fully operational Continuity of Operations capability.

Data for fiscal year 2003 cannot be obtained. The Department's ability to collect reliable data on this measure began in fiscal year 2004.

Recommended Action: As a result of a Homeland Security Council initiative to provide improved oversight for government-wide COOP, and because of a strong commitment by departments and agencies to be prepared for a COOP event, we believe our ability to evaluate and assess government-wide COOP capabilities will be greatly enhanced in fiscal year 2005. We will also improve our data collection effort to verify COOP capabilities of federal departments and agencies. With that in mind, we will continue to provide leadership to the COOP and COG communities to ensure the survival of an enduring constitutional government through improved planning guidance and rigorous training and testing.

Performance Information

Emergency Preparedness and Response (EP&R) — Preparedness Program

Performance Goal:

As stated in the fiscal year 2004 Annual Performance Plan:

By fiscal year 2009, 100 percent of jurisdictions (state, tribal and county) complete self-assessments (validated through random independent verification) using mutually agreed upon baseline performance standards for responding to and recovering from all hazards, including terrorist incidents and weapons of mass destruction.

As enhanced to better reflect program performance:

By fiscal year 2009, the Federal Emergency Management Agency (FEMA) will assess targeted percentages of state, tribal and county jurisdictions under the National Emergency Management Baseline Capability Assessment Program; implement the National Incident Management System; increase to 90 percent the proportion of respondents reporting that they are better prepared to deal with disasters and emergencies as a result of the FEMA training they received; and reduce by 30 percent the rate of loss of life from fire-related events from the 2000 baseline of 3,809.

Objectives Supporting: 3.7

Performance Measure:

As stated in the fiscal year 2004 Annual Performance Plan:

Non-cumulative percentage of states assessed under the National Emergency Management Baseline Capability Assessment Program.

As enhanced to better reflect program performance:

Non-cumulative percentage of (A1) state, (A2) tribal and (A3) county jurisdictions assessed under the National Emergency Management Baseline Capability Assessment Program (NEMB-CAP); (B) National Incident Management System (NIMS); (C) percentage of respondents reporting that they are better prepared to deal with disasters and emergencies as a result of the training they received; (D) percentage reduction in the rate of loss of life from fire-related events from the 2000 baseline of 3,809.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	(A) 25%	(A1) 36% (revised from 50%) (A2) 0 (A3) 0 (B) N/A (C) 78% (D) 15%	(A1) 30% (A2) 0 (A3) 0 (B) N/A (C) 83% (D) 4.2%	Not Met

Description: This performance measure includes indicators of FEMA's success in assessing baseline emergency management capability among states (with tribal and county jurisdictions assessed in later years). The target for states' capability was lowered during the course of fiscal year 2004, from 50 percent to 36 percent, reflecting the re-direction of funds to support the creation of the NIMS Integration Center. This measure also includes elements tracking success in implementing the NIMS; training of the Nation's firefighters, emergency managers and others with key emergency responsibilities; and success in reducing deaths caused by fire and fire-related events, through work done by the FEMA's U.S. Fire Administration and its fire service partners nationwide.

This measure was changed from what was originally submitted in the fiscal year 2005 *President's Budget Overview*. The measure was modified by incorporating elements reflecting disaster training and nationwide reduction of fire deaths into the original measure. It was changed to present a more representative measure of the preparedness program. An element reflecting implementation of the NIMS was intended but was not developed in time for measurement in 2004.

Performance Information

Explanation of Fiscal Year 2004 Results: In 2004, FEMA worked with states to assess their emergency management capability through FEMA's NEMB-CAP. No tribal or county jurisdictions were targeted for assessment in 2004. The 2004 target for assessment of states was originally set at 50 percent, but was revised downward to 36 percent after the agency shifted funding for this activity to support implementation of NIMS. NIMS is a comprehensive incident response system, developed by the Department at the request of the President. Beginning in fiscal year 2005, a target will be included in this performance measure to track NIMS implementation. In fiscal year 2004, through FEMA's Emergency Management Institute and the National Fire Academy, the agency trained nearly 280,000 of the Nation's response personnel, officials and others with key emergency responsibilities. Of those who chose to respond to a post-training survey, 83 percent indicated that the training they received had helped better prepare them for their emergency duties. Through the U.S. Fire Administration, also part of FEMA, the agency worked to address the national fire problem, helping to reduce the rate of fire- and fire-related deaths nation wide.

Recommended Action: FEMA did not meet its target on two elements of its preparedness program performance measure in fiscal year 2004. The first element, measuring state emergency management capability, fell short due to reprogramming of resources. The target was revised downward accordingly, from 50 percent to 36 percent, but remaining resources yielded only a 30 percent increase by year's end. The second element unmet for this measure in 2004 was reduction in fire-related events. FEMA, through the U.S. Fire Administration (USFA), partners with fire services across the country to implement various strategies, including education and awareness, to help people protect themselves and their property from the threat of fire. While FEMA and USFA, along with the Nation's fire services, remain committed to this effort, actual fire-related deaths can fluctuate greatly from year to year, and any strategy to reduce the casualty rate is only successful over time. USFA and FEMA will continue to work with fire services to refine and target their strategies, and to continue to lead the effort to save lives.

Information Analysis and Infrastructure Protection (IAIP) — National Communications System (NCS) Program

Performance Goal:

In partnership with industry and government, ensure immediate interoperable and assured National Security/Emergency Preparedness (NS/EP) converged telecommunications in all situations.

Objectives Supporting: 3.2

Performance Measure:

Call completion rate during network degradation.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY 2004 Results
Target/Actual Indicator:	N/A	Baseline	98.4%	Met

Description: NCS established the Government Emergency Telecommunications Service (GETS) to meet White House requirements for a survivable, interoperable, nation wide voice band service for authorized government users engaged in NS/EP missions. GETS provides emergency access and specialized processing in local and long-distance telephone networks. GETS also ensures users a high rate of successful call completion during network congestion or outages arising from natural and man-made disasters. AT&E data reports are used to track GETS call completion rates. AT&T is the only carrier providing data at this time on GETS call completion and accounts for 75 percent of GETS calls.

Explanation of Fiscal Year 2004 Results: The call completion rate for fiscal year 2004 is 98.4 percent. The fiscal year fourth quarter 2004 data reflect a lower call completion rate due to the network conditions during the hurricanes that hit the east coast and the gulf coast late August/early September.

Performance Information

Information Analysis and Infrastructure Protection (IAIP) — National Plans and Strategies (NPS) Program				
Performance Goal:				
Seventy-five percent of national strategies are implemented within year of issuance of plan in which they are outlined.				
Objectives Supporting: 3.2				
Performance Measure:				
Percentage of national strategies implemented within year of issuance of plan in which they are outlined.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY 2004 Results
Target/Actual Indicator:	N/A	Baseline	Established NIPP Plan	Met
Description: As required by the <i>Homeland Security Act</i> , an integrated national plan and cross-sector contingency plan must be developed, monitored for implementation and reviewed for progress. Consistent with the <i>Homeland Security Act</i> , <i>Homeland Security Presidential Directive Seven</i> directs the Department to produce a comprehensive, integrated National Plan for critical infrastructure and key resources to outline national goals, objectives, milestones and key initiatives within one year of the issuance of the directive, December 17, 2004. IAIP/IP has been directed to develop and implement this report, the National Infrastructure Protection Plan (NIPP).				
Explanation of Fiscal Year 2004 Results: In fiscal year 2004, a draft of the NIPP was completed. The NIPP will be finalized in fiscal year 2005. Implementation of certain aspects of infrastructure protection framework as articulated by the NIPP began in fiscal year 2004, including the development and implementation of sector-specific plans for infrastructure protection and federal and private-sector involvement. Broader implementation is expected in fiscal year 2005, and full implementation is expected in fiscal year 2006.				

Performance Information

Information Analysis and Infrastructure Protection (IAIP) — Remediation and Protective Actions Program/ Outreach and Partnership Program

Performance Goal:

Recommended protective actions implemented for 65 percent of first-tier priority critical infrastructure components or key assets.

Performance Goal:

Recommended protective actions implemented for 65 percent of first-tier priority critical infrastructure components or key assets.

Objectives Supporting: 3.1, 3.2 (Both programs)

Performance Measure: (Both programs)

Percentage of recommended protective actions implemented (per fiscal year).

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY 2004 Results
Target/Actual Indicator:	N/A	20%	Estimated - 30%	Estimated - Met

Description: Protective actions are recommended based on identified infrastructure vulnerabilities that are either site or sector/segment specific. Protective actions are identified and recommended for specific sites during site assistance visits and for specific sectors and segments in Common Characteristics of Vulnerability (CCV) Reports and in Potential Indicators of Terrorist Activity (PITA) Reports. Additionally, specific vulnerabilities and recommendations are identified during site assessment for national security special event operations. The implementation of the protective measures, as recommended by these activities, involves both the private sector, which is responsible for inside-the-fence security, as well as the local law enforcement community, which is charged with the safety and protection of the community. The Department works in concert with both entities to provide assistance for implementing the required protective measures. For example, the Department provides training courses to ensure that both the private and public security forces have the knowledge they need to implement protective measures that are in their purview. Additional protective measures, such as lighting, fencing or barriers, are implemented by the site owner/operator in response to Department site visits or as a result of the information provided in the CCV or PITA. The Department has also implemented a pilot program of web-cam surveillance to extend the buffer zone for enhanced safety of the community surrounding the most critical of sites. This pilot program is designed to determine the cost effectiveness of this particular protective measure, and the results will influence future efforts. Finally, protective measures are also identified and recommended via the Buffer Zone Protection Plan (BZPP) program, which includes distribution of a standard template, BZPP preparation training and assistance in BZPP preparation to local law enforcement entities. Local law enforcement entities can, and have, implemented protective measures recommended in the BZPPs when there are available resources.

Explanation of Fiscal Year 2004 Results: For fiscal year 2004, the percentage of first-tier infrastructure sites and facilities at which protective measures and consequence reduction strategies were implemented is estimated to be 30 percent. This figure was derived as follows: (1) The first-tier assets are those assets identified in fiscal year 2004 as having the most catastrophic consequence of attack. (This includes the chemical and nuclear sites identified in fiscal year 2004 for a total of 388 sites.) (2) 122 sites that have had vulnerabilities identified and protective actions identified for them. (This figure includes the number of BZPPs prepared for the first-tier assets, the number of site assistance visits conducted at chemical facilities and nuclear plants, and the web cam surveillance and warning pilots established at the most critical chemical sites.) Additional protective measures were implemented across the Nation as a direct result of the training efforts the Department's Information Assurance and Infrastructure Protection Directorate has undertaken to increase local and private enforcement personnel awareness of threat indicators; however, those measures are difficult to track and are not included in this figure.

Performance Information

Federal Law Enforcement Training Center (FLETC) — International Law Enforcement Training Program

Performance Goal:

To deploy international agents and officers with the knowledge and skills to fulfill their law enforcement responsibility and to help foreign nations fight terrorism.

Objectives Supporting: 1.1, 1.2, 2.3, 2.4, 3.1 and 3.3

Performance Measure:

Percentage of students who express excellent or outstanding on the Student Quality of Training Survey (SQTS).

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	64.1%	Met

Description: This performance measure is an indicator of the degree of training quality received based on student feedback. The SQTS is a formal means to identify opportunities for immediate improvements and updates to ensure that the students receive the right skills and knowledge, presented in the right way and right time. The SQTS is used to determine the level of student satisfaction for this measure. Students respond using a modified 5-point Likert scale (Outstanding, Excellent, Good, Satisfactory and Poor). The ratings of outstanding and excellent are combined to form the measure of excellence to which the center aspires.

Explanation of Fiscal Year 2004 Results: FLETC is committed to providing the best training possible to all law enforcement organizations that it serves by establishing and maintaining a robust process to examine law enforcement trends and emerging issues. FLETC collaborates with partner organizations to assess, validate and improve each program as they are constantly evolving and being refined in response to emerging issues such as changes in the laws, mission emphasis and partner organization requirements.

Management Directorate — Counterterrorism Fund Program

Performance Goal:

Operating entities of the Department and other federal agencies are promptly reimbursed for authorized unforeseen expenses arising from the prevention of or response to terrorist attacks.

Objectives Supporting: 1.1, 1.2, 1.3, 1.4, 2.3, 2.4, 3.1, 3.2, 3.5, 5.1 and 5.2

Performance Measure:

Percentage of qualifying reimbursements that are made within established standards of timeliness and proper authorization.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	100%	Met

Description: The Counterterrorism Fund Program ensures that entities of the Department and other federal agencies are properly and promptly reimbursed for authorized expenses that arise from the prevention of or response to terrorist attacks. Payments from the Counterterrorism Fund must be appropriately made in a timely manner. Appropriate payments are defined as those that are properly approved and forwarded to the Department's Chief Financial Officer (CFO). Payments are timely when they meet the acquisition lead-time standard of 30 days, as defined in the *Policy and Procedures Memorandum No. 1.2*. This information is collected from financial records, which are maintained by the Department's CFO. The percentage of qualifying reimbursements that are made from the Counterterrorism Fund are calculated based on the number of payments made appropriately and timely, divided by the total number of payments.

Explanation of Fiscal Year 2004 Results: The fiscal year 2004 actual included one payment from the Counterterrorism Fund. The payment was properly approved and forwarded to the CFO and met the lead time of 30 days.

Performance Information

State and Local Government Coordination and Preparedness (SLGCP) — Technical Assistance Program

Performance Goal:

Enhance the ability of state and local jurisdictions to develop, plan and implement a comprehensive program for Weapons of Mass Destruction (WMD) preparedness.

Objectives Supporting: 3.7

Performance Measure:

Percentage of fulfilled request from jurisdictions seeking to create an effective partnership.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	100%	Met

Description: The Technical Assistance Program provides expert, jurisdiction-specific, problem-solving assistance to state and local jurisdictions to enhance their capacity and preparedness to prevent, deter and respond to terrorism incidents. It provides a vast array of individually tailored technical assistance to public and private partnerships in which local business and industry joined with government officials to build and exercise preparedness plans. This measure determines the success of fulfilling requests for technical assistance received from state and local jurisdictions. The source of data is applications from jurisdictions for technical assistance.

Explanation of Fiscal Year 2004 Results: The results were attained because grantees were responsive to jurisdictional needs and all of the technical assistance applications were complete. This program is successful in enhancing state and local jurisdictions' ability to prevent, deter and respond to acts of terrorism involving weapons of mass destruction. Through the use of subject matter experts, jurisdictions have been receiving specialized assistance that is tailored to their individual circumstances and needs.

State and Local Government Coordination and Preparedness (SLGCP) — Fire Act Program

Performance Goal:

As stated in the fiscal year 2004 Annual Performance Plan:

By fiscal year 2005, more than 4,600 firefighters will receive training and approximately 300 departments will be able to replace fire-fighting vehicles to enhance their ability to respond to fires and other disasters and protect the public and themselves from injury, loss of life and property.

As enhanced to better reflect nearer term program performance:

By fiscal year 2009, fire departments of all types (paid, volunteer and combination) and fire departments serving all communities (rural, urban and suburban) will be better trained and equipped to respond to fires and other disasters for protection of the public and themselves from injury, loss of life and property.

Objectives Supporting: 3.7

Performance Measure:

Number of fire department personnel formally trained in skills related to firefighting and fire-related activities.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	34,261	Met

Description: This measure evaluates the number of firefighters trained to better protect the health and safety of the public, and firefighting personnel against fire and fire-related hazards by providing direct assistance, on a competitive basis, to fire departments of a state or tribal nation. Reported results data are taken from training courses for fire departments.

Explanation of Fiscal Year 2004 Results: The measure shows that 34,261 firefighters were trained with the skills to fight against fire-related hazards. This represents more than 40 percent of firefighting personnel were trained and, therefore, will be able to better protect the safety of the public.

Performance Information

State and Local Government Coordination and Preparedness (SLGCP) — National Exercise Program

Performance Goal:

As stated in the fiscal year 2004 Annual Performance Plan:

By fiscal year 2009, under the Top Officials (TOPOFF) Series, state and local homeland security agencies will have had the opportunity to test the capacity of government agencies to prevent and/or respond to and recover from multiple large-scale attacks as demonstrated by successful achievement of exercise objectives that were met. By fiscal year 2009, under the state and local exercise grant program: (1) 50 percent of jurisdictions with populations of more than 500,000 will have exercised SLGCP's common suite of combating terrorism (CT) scenarios and will have demonstrated performance within the expected range for at least 70 percent of critical homeland security tasks; (2) 25 percent of jurisdictions with populations of more than 100,000 will have exercised SLGCP's common suite of CT scenarios and will have demonstrated performance within the expected range for at least 60 percent of critical homeland security tasks; (3) 10 percent of jurisdictions with populations of more than 500,000 will have exercised SLGCP's common suite of CT scenarios and will have demonstrated performance within the expected range for at least 50 percent of critical homeland security tasks; and (4) jurisdictions that participated in exercises will have implemented at least 50 percent of the actions specified in the Jurisdictional Improvement Plans developed to address recommendations from the After-Action Report.

As simplified to better reflect program performance in the short- and long-term results:

The goal of the state and local exercise grant program is to assist states and local jurisdictions to test the capacity to perform critical tasks required to prevent, respond to or recover from a terrorist attack. The long-term goal is for all jurisdictions to be able to perform at least 90 percent of required tasks to objective standards.

Objectives Supporting: 3.7

Performance Measure:

Percent of jurisdictions that demonstrate performance of at least 90 percent of critical tasks within the expected range in a cycle of exercises using the Department/SLGCP suite of scenarios

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Scenarios and Metrics Developed	Estimated - 20%	Estimated - Met

Description: This performance measure provides an objective basis for assessing preparedness through the evaluation of critical tasks performance during exercises or real events. It evaluates how prepared the Nation is against all hazards. It will give us data and information on the ability of state and local first responders to respond to, prevent and recover from multiple large-scale attacks. The critical tasks are those on the Universal Task List, which provides a common task-based language and reference system and encourages a systematic approach to planning and training. The source of the reported data is After-Action Reports. After-Action Reports are made after exercises and real-world events and include analysis of task performance and recommendations for improvement.

Explanation of Fiscal Year 2004 Results: The estimated results were attained by defining 187 critical tasks out of about a 1,500 universal list of first-responder preparedness critical tasks that need to be performed in order to measure preparedness. The Department is in the process of defining capabilities to accomplish these tasks. Actual final results will be available in fiscal year 2006. The TOPOFF Series of tests measure the capacity of federal, state and local homeland security agencies to prevent and/or respond to and recover from multiple large-scale attacks. Lessons learned and recommendations from TOPOFF 2 will be implemented in fiscal year 2005, as planning and exercises are implemented for TOPOFF 3, which will culminate with the full-scale TOPOFF 3 exercise in May 2006. A common suite of exercise scenarios and the required tasks that need to be performed to respond to them were under development in fiscal year 2004 and performance metrics will be developed in fiscal years 2004 and 2005. They will be tested/validated in fiscal years 2005 and 2006 and fully implemented by the end of fiscal year 2006.

Performance Information

State and Local Government Coordination and Preparedness (SLGCP) — State Formula Grant Program

Performance Goal:

As stated in the fiscal year 2004 Annual Performance Plan:

By fiscal year 2009, under the State Formula Grant Program, state and local homeland security agencies have received resources and assistance and have implemented state strategies to enable them to perform critical tasks required to prevent or respond to a terrorist attack. Overall response capability nationally will be enhanced significantly, and a new initiative to prevent/deter terrorist attacks domestically will be institutionalized for state and local law enforcement agencies.

As enhanced to better reflect program-intended results:

Enhance the capacity of state and local homeland security agencies to perform critical tasks required to prevent or respond to a terrorist attack. The long-term goal is for all jurisdictions to be able to perform at least 90 percent of required tasks to objective standards.

Objectives Supporting: 3.7

Performance Measure:

Percent of jurisdictions with populations of more than 500,000 that demonstrate performance of at least 90 percent of critical tasks within the expected range in a cycle of exercises using the Department/SLGCP suite of scenarios.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Scenarios and Metrics Developed	Estimated - 20%	Estimated - Met

Description: This performance measure provides an objective basis for assessing preparedness through the evaluation of critical task performance during exercises or real events. It evaluates how prepared the Nation is against all hazards. This measure is a valid outcome-oriented measure of progress toward achievement of the performance goal because it provides data and information on the ability of state and local first responders to respond to, prevent and recover from multiple large-scale attacks. A Universal Task List provides a common task-based language and reference system and encourages a systematic approach to planning and training. The source of the reported data is After-Action Reports. After-Action Reports are made after exercises and real-world events and include analysis of task performance and recommendations for improvement.

Explanation of Fiscal Year 2004 Results: The estimated results were attained by defining 187 critical tasks out of about a 1,500 universal list of first responder preparedness tasks that need to be performed in order to measure preparedness. We are in the process of defining capabilities to accomplish these tasks. Actual results will be available in fiscal year 2006. A common suite of exercise scenarios and the required tasks that need to be performed to respond to them, were under development in fiscal year 2004, and performance metrics will be developed in fiscal years 2004 and 2005. They will be tested/validated in fiscal years 2005 and 2006 and fully implemented by the end of fiscal year 2006.

Performance Information

State and Local Government Coordination and Preparedness (SLGCP) — State and Local Training Program

Performance Goal:

As stated in the fiscal year 2004 Annual Performance Plan:

In fiscal year 2005, more than 170,000 homeland security professionals will receive training through more than 40 courses designed to enhance the capacity to prevent, respond to or recover from acts of terrorism. The ability to reach more homeland security professionals will be enhanced through the implementation and expansion by having awareness training conducted at the state and local levels.

As enhanced to better reflect program long- and short-term outcomes:

By 2009, all state and local jurisdictions will have the capability to prevent, deter, respond to and recover from acts of terrorism. Refine SLGCP's capability to continuously identify and address emerging training needs. Expand cadre of subject matter experts.

Objectives Supporting: 3.7

Performance Measure:

Number of homeland security professionals trained.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	125,000	338,105	Met

Description: This reports the number of homeland security professionals trained and evaluates the ability for first responders to be better prepared to respond to acts of terrorism. It indicates progress toward achievement of the performance goal because the greater number of homeland security professionals trained will enhance our capacity as a nation to respond, prevent and recover from acts of terrorism. The data source is the more than 40 courses delivered to state and local communities.

Explanation of Fiscal Year 2004 Results: The results achieved the target by almost threefold. Results were higher than originally projected because more training courses have recently been added for state and locals. Training Consortium members have been strongly encouraged to enroll in more classes, and a new training program by the National Terrorism Preparedness Institute accounted for slightly more than 191,000 first responder being trained.

These results were attained by looking at the courses that first responders have taken from the SLGCP's list of certified courses from the Awareness Level and above.

Performance Measure:

Percentage of jurisdictions with populations of more than 500,000 that demonstrate performance of at least 90 percent of critical tasks within the expected range in a cycle of exercises using the Department/SLGCP suite of scenarios.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Scenarios and Metrics Developed	Estimated - 20%	Estimated - Met

Description: This performance measure provides an objective basis for assessing preparedness through the evaluation of critical-task performance during exercises or real events. This measure evaluates how prepared the Nation is against all hazards. This measure is a valid outcome-oriented measure of progress toward achievement of the performance goal because it will give us data and information on the ability of state and local first responders to respond to, prevent and recover from multiple large-scale attacks. The Universal Task List provides a common task-based language and reference system and encourages a systematic approach to planning and training. The source of the reported data is After-Action Reports. After-Action Reports are made after exercises and real-world events and include analysis of task performance and recommendations for improvement.

Explanation of Fiscal Year 2004 Results: The estimated results were attained by defining 187 critical tasks out of about a 1,500 universal list of first responder preparedness tasks that need to be performed in order to measure preparedness. We are in the process of defining capabilities to accomplish these tasks. Actual results will be available in fiscal year 2006.

Performance Information

State and Local Government Coordination and Preparedness (SLGCP) – Urban Areas Security Initiative Program				
Performance Goal:				
At least 90 percent of the participating urban areas will have demonstrated performance within the expected range for at least 90 percent of critical tasks.				
Objectives Supporting: 3.7				
Performance Measure:				
Percentage of the participating urban areas that demonstrated performance within at least 90 percent of critical tasks within the expected range.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Scenarios and Metrics Developed	<i>Estimated - 20%</i>	<i>Estimated - Met</i>
<p>Description: This performance measure provides an objective basis for assessing preparedness through the evaluation of critical task performance during exercises or real events. This measure evaluates how prepared the Nation is against all hazards. This measure is a valid outcome-oriented measure of progress toward achievement of the performance goal because it will give us data and information on the ability of State and local first responders to respond to, prevent and recover from multiple large-scale attacks. The Universal Task List provides a common task-based language and reference system and encourages a systematic approach to planning and training. The source of the reported data is After-Action Reports. After-Action Reports are made after exercises and real-world events and include analysis of task performance and recommendations for improvement.</p>				
<p>Explanation of Fiscal Year 2004 Results: The estimated results were attained by defining 187 critical tasks out of about a 1,500 universal list of first responder preparedness tasks that need to be performed in order to measure preparedness. The Department is in the process of defining capabilities to accomplish these tasks. Actual results will be available in fiscal year 2006.</p>				

Performance Information

State and Local Government Coordination and Preparedness (SLGCP) — Evaluation Program

Performance Goal:

By 2009, SLGCP will have implemented at least 75 percent of accepted program-related recommendations from program evaluations, and state and local jurisdictions will have implemented at least 50 percent of accepted recommendations from evaluations of exercises.

Objectives Supporting: 3.7

Performance Measure:

Percentage of jurisdictions with populations of more than 500,000 that have successfully demonstrated preparedness through the use of SLGCP's common suite of combating terrorism scenarios.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Scenarios and Metrics Developed	Estimated - 177	Estimated - Met

Description: This performance measure provides an objective basis for assessing preparedness through the evaluation of critical task performance during exercises or real events. This measure is a valid outcome-oriented measure of progress toward achievement of the performance goal because it will give us data and information on the ability of state and local first responders to respond to, prevent and recover from multiple large-scale attacks. The suite of common scenarios is a planning tool that was used to identify tasks and will be used to identify and build flexible and agile, all-hazards capabilities that jurisdictions will use to exercise their plans and procedures that will require a coordinated effort across jurisdictions and levels of government to prevent, respond to and recover from the event. The source of the reported data is After-Action Reports. After-Action Reports are made after exercises and real-world events and include analysis of task performance and recommendations for improvement.

Explanation of Fiscal Year 2004 Results: The fiscal year 2004 estimate is the number of exercises performed by jurisdictions in fiscal year 2004. The state and local exercise division in SLGCP has conducted these exercises to support the state and local communities. After each exercise, After-Action Reports are compiled with recommendations from the evaluations of these exercises. Actual results will be available in fiscal year 2006.

Performance Information

United States Coast Guard (USCG) — Living Marine Resources Program				
Performance Goal:				
By 2009, the USCG will maintain a 97 percent observed domestic compliance rate by commercial fishermen.				
Objectives Supporting: 1.1 and 3.6				
Performance Measure:				
Percent of fishermen complying with federal regulations.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	97%	97%	96.3%	Not Met
<p>Description: The observed compliance rate for this performance measure is determined by calculating the total number of USCG domestic fishing vessel boardings minus boardings that had significant violations, divided by the total number of USCG domestic fishing vessel boardings. Only boardings that have a significant violation (a living marine resource violation that results in significant damage or impact to the fisheries resource, significant monetary advantage to the violator or has high regional or national interest) are counted. Violations are documented by USCG Report of Boarding Forms. Data from these reports are then entered into the Marine Inspection and Law Enforcement Database, where summary statistics can be obtained.</p> <p>Note: This program is aimed at reducing the number of significant fishing violations that occur within the U.S. Exclusive Economic Zone (EEZ) through at-sea enforcement of fisheries management plan regulations. The target is to ensure at least 97 percent of commercial fishermen in the United States will be observed fishing in compliance with federal regulations.</p>				
<p>Explanation of Fiscal Year 2004 Results: Observed compliance rate was 96.3 percent below our goal of 97 percent or higher. Of note, more than 4,500 fisheries boardings were conducted in fiscal year 2004, up from 3,408 in fiscal year 2003 and 4,121 in fiscal year 2002. More than one-third of all significant violations detected in fiscal year 2004 occurred in the Gulf of Mexico and South Atlantic shrimp fisheries. Poor economic conditions are believed to be a significant driver of the high number of violations in those fisheries. Despite fisheries law enforcement efforts, high violation rates in these fisheries will likely continue until economic conditions improve. The fiscal year 2005 target is 97 percent or higher observed compliance rate.</p>				
<p>Recommended Action: The USCG will continue to assign resources as available to meet District threat-based requests, through leveraging technology and forging more effective partnerships, which will contribute to higher observed compliance rates. Shore-based small boat resources have been significantly impacted by Ports, Waterways and Coastal Security (PWCS) mission requirements. As Maritime Safety and Security Teams and other PWCS-focused assets continue to be brought online, multi-mission stations will focus on returning to fisheries law enforcement. Units assigned to other missions will perform fisheries boardings on a not-to-interfere basis. This has been effective in the waters near Puerto Rico, where cutters on migrant and drug interdiction patrols have detected significant fisheries violations. Boardings of opportunity are good ways to illustrate to the fishing industry the USCG's continued commitment to fisheries enforcement and also help USCG personnel hone the fisheries boarding skills that are so important to the detection and prosecution of significant fisheries violations.</p>				

Performance Information

United States Coast Guard (USCG) — Marine Environment Protection Program				
Performance Goal:				
By 2009, the USCG will reduce the five-year average number of chemical discharge incidents and oil spills >100 gallons to 35 or less per 100 million tons shipped.				
Objectives Supporting: 1.1 and 5.2				
Performance Measure:				
The five-year average number of chemical discharge incidents and oil spills >100 gallons per 100 million tons shipped.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	29.4	41 or less	22.1	Met
<p>Description: This performance measure indicates the five-year average, which includes the current and four previous calendar years, number of USCG investigated incidents involving more than 100 gallons of chemicals or oil discharged into navigable waters of the United States per 100 million short tons of chemicals and oil products shipped in U.S. waters.</p> <p>Only discharge incidents from maritime sources into U.S. waters are counted. Discharges onto land, into the air or into enclosed spaces are excluded. Discharges from non-maritime sources, such as aircraft, trucks and other vehicles, rail cars and rail equipment; naval and other public vessels; fixed platforms and pipelines, are excluded. Discharges from unspecified, unclassified and unknown sources are also excluded.</p>				
<p>Explanation of Fiscal Year 2004 Results: The five-year average annual number of chemical spills and oil spills greater than 100 gallons was 22.1 per 100 million short tons shipped at the close of fiscal year 2004. This average has consistently fallen from 51.9 in 1998 to its present figure of 22.1, an improvement in performance of more than 42 percent.</p> <p>Note that data for the period just ended is likely to change and that current shipping volumes are a projection. Actual shipping data is not available until December of the following calendar year. Continuous improvement of our performance in Marine Environmental Protection is due to ongoing inspection, investigation, prevention and response programs as well as our work with industry partners in promoting the benefits of safe operations. Additionally, worldwide efforts through the International Maritime Organization continue to improve the quality of mariner training and qualification, thereby reducing the human factors that cause spills and other accidents.</p>				

Performance Information

United States Coast Guard (USCG) — Other Law Enforcement Program				
Performance Goal:				
By 2009, the USCG will limit foreign fishing vessel (FFV) incursions into the U.S. Exclusive Economic Zone (EEZ) to 195 or fewer incursions.				
Objectives Supporting: 1.1 and 3.6				
Performance Measure:				
Number of incursions into the U.S. Exclusive Economic Zone.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	153	202	247	Not Met
<p>Description: This performance measure indicates the number of foreign fishing vessel (FFV) incursions into the U.S. Exclusive Economic Zone (EEZ). The area of the EEZ includes the sea floor extending 200 nautical miles away from all U.S. possessions and trust territories.</p> <p>Incursions by a FFV into the U.S. EEZ are those incidents that result in one or more of the following conditions: significant damage/impact to U.S. fish stocks (based on volume extracted or status of stock targeted); significant financial impact due to volume and value of target fish stocks; or significant sovereignty concerns due to uncertainty or disagreement with foreign neighbors over the EEZ border.</p>				
<p>Explanation of Fiscal Year 2004 Results: The USCG did not meet the fiscal year 2004 performance goal of 202 or less EEZ incursions. Mainly due to an increased number of reported incursions in the Gulf of Mexico, from 131 EEZ incursions in fiscal year 2003 to 212 EEZ incursions in fiscal year 2004. Incursion numbers in the other two high-threat areas are below our performance ceilings for those areas. Western and Central Pacific incursions remain at low levels (from 15 incursions in fiscal year 2003 to 24 incursions in fiscal year 2004), but due to resource constraints there have been no intercepts of the incursions in fiscal year 2004. The USCG ability to maintain near 100 percent presence along the United States-Russian (US-RS) Maritime Boundary Line (MBL) and Department of State demarche to Russia on policy change to use Warning Shot / Disabling Fire in fiscal year 2004 resulted in a dramatic decrease in incursions (five in fiscal year 2003 and 10 in fiscal year 2004).</p> <p>The fiscal year 2005 target remains 202 or less incursions. For fiscal year 2005 performance ceilings for the three high threat areas for EEZ encroachment are as follows:</p> <ul style="list-style-type: none"> • US-RS MBL in the Central Bering Sea: 18 • The EEZ in the Western and Central Pacific: 50 • The United States-Mexico boundary in the Gulf of Mexico: 134 <p>Detection rates are influenced by surveillance coverage and reduced levels of fisheries enforcement effort may decrease detection of FFV encroachments into high threat areas. To ensure reductions in FFV incursions are a result of deterrence and not reduced surveillance coverage, Operational Commanders will continue to validate results with intelligence assessments. Data in support of this measure is provided by the intelligence community: USCG Intelligence (including the Intelligence Coordination Center) is one part of this community.</p>				
<p>Recommended Action: The focus in the Gulf of Mexico will be on developing a more effective enforcement strategy with the National Oceanic and Atmospheric Administration and the Department of State to create a sufficient deterrence against Mexican fishermen fishing in the EEZ.</p>				

Performance Information

U.S. Immigration and Customs Enforcement (ICE) — Federal Protective Service (FPS) Program

Performance Goal:

FPS's overall goal is to reduce the vulnerability of federal facilities and tenants by providing a safe and secure environment to federal tenants and the visiting public, while maintaining our ultimate responsibility to the taxpayers. The service's long-term goal is to achieve a 40 percent overall measurable reduction of the threat to federal facilities.

Objectives Supporting: 3.1, 3.2 and 3.5

Performance Measure:

Reduction of risk factor for federal facilities.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	49.57%	Greater than 40%	53.42%	Met

Description: This measure provides the FPS decision-makers a means of identifying and evaluating threats to federal facilities and assessing program effectiveness in reducing these threats to the minimum acceptable level. The data supporting the measure are captured by FPS Law Enforcement Security Officers who are specially trained in the conduct of Facility Security Risk Management surveys conducted periodically within federally controlled facilities.

Explanation of Fiscal Year 2004 Results: FPS met the fiscal year 2004 target by improving the strategic methods used in identifying the most vulnerable federal facilities within the regions. Through the implementation of countermeasures, such as the addition of security equipment and the strategic placement of FPS Police Officers and contract guards, identified threats have been reduced with re-surveys reflecting a decrease in the vulnerability of federal facilities.

United States Secret Service (USSS) — Foreign Protectees and Foreign Missions Program

Performance Goal:

Protect visiting world leaders.

Objectives Supporting: 3.4

Performance Measure:

Percentage of instances protectees arrive and depart safely.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	100%	100%	100%	Met

Description: The security of protectees is the ultimate priority of the USSS. The Foreign Protectees and Foreign Missions Program plans and implements the physical protection of foreign dignitaries; Uniformed Division activities associated with the physical protection of the Foreign Missions; and protection of United Nations General Assemblies and other such meetings when conducted in the United States. This measure represents the percentage of travel stops where the protectee safely arrives and departs. The performance target is always 100 percent. Anything under 100 percent is unacceptable. The data are obtained from internal USSS databases.

Explanation of Fiscal Year 2004 Results: Results from protective operations are immediately reported. Travel stops are a count of cities or other definable subdivisions visited by a protectee. A stop is generally considered a city or other definable subdivision visited by a protectee. The Department met its target of providing incident-free protection for visiting world leaders.

Performance Information

United States Secret Service (USSS) — Infrastructure Investigations Program				
Performance Goal:				
Reduce losses to the public attributable to electronic crimes and crimes under the jurisdiction of the USSS that threaten the integrity and reliability of the critical infrastructure of the country.				
Objectives Supporting: 3.3				
Performance Measure:				
Financial crimes loss prevented.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	\$150 Million	Met
Description: The <i>USA PATRIOT Act</i> mandates that the USSS develop a network of electronic crimes task forces through out the United States. This measure reports an estimate of the direct dollar loss in millions prevented due to the USSS's Electronic Crimes Task Forces' investigations. This estimate is based on the likely amount of electronic financial crime that would have occurred had the offender not been identified nor the criminal enterprise disrupted. These data are obtained from internal USSS databases.				
Explanation of Fiscal Year 2004 Results: The Department, through the use of its Electronic Crimes Task Forces, was able to prevent \$150 million in losses attributable to infrastructure investigations. This was achieved through the successful investigations of computer-related and telecommunications crimes, which led to the intervention or interruption of criminal ventures.				

United States Secret Service (USSS) — Protective Intelligence Program				
Performance Goal:				
Reduce threats posed by global terrorists and other adversaries.				
Objectives Supporting: 3.4				
Performance Measure:				
Intelligence cases completed.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	3,927	4,500	3,992	Not Met
Description: The Protective Intelligence Program identifies and investigates groups, individuals and emerging technologies that may pose a threat to protectees. This measure represents the total number of protective intelligence cases (subjects, groups and activities that pose a potential threat to protected individuals, facilities and events) completed by agents assigned to field operations. These cases generally represent an assessment of individuals or groups who have threatened a protectee of the USSS. These data are obtained from internal USSS databases.				
Explanation of Fiscal Year 2004 Results: The Department evaluated protective-related intelligence on groups, subjects and activities that pose threats to protected individuals, facilities or events. Using this intelligence, the Department was able to maintain the efficiency of its protective operations without compromising the security of protectees, facilities and events under its protection.				
Recommended Action: The total number of intelligence cases closed represents an estimate of workload as opposed to a target. The Department completed all intelligence cases referred during the fiscal year in compliance with the service's critically self-imposed deadlines on intelligence cases.				

Performance Information

United States Secret Service (USSS) — Campaign Protection Program				
Performance Goal:				
Protect our Presidential and Vice Presidential Candidates and Nominees.				
Objectives Supporting: 3.4				
Performance Measure:				
Percentage of instances protectees arrive and depart safely.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	100%	100%	Met
Description: The Campaign Protection Program plans and implements the physical protection for the Presidential/Vice Presidential candidates and nominees. This program also plans and implements the physical protection for the Democratic and Republican National Conventions and the Presidential Inauguration. The security of protectees is the ultimate priority of the USSS. This measure represents the percentage of travel stops where the protectee safely arrives and departs. The performance target is always 100 percent. Anything under 100 percent is unacceptable. Source data for this measure come from internal USSS databases.				
Explanation of Fiscal Year 2004 Results: The Department met its target of providing incident-free protection for the Presidential and Vice Presidential Candidates and Nominees. The Secret Service was fully engaged with Campaign 2004 candidate protection and preparation for the presidential and vice presidential debates.				

United States Secret Service (USSS) — Domestic Protectees Program				
Performance Goal:				
Protect the Nation's leaders and other protectees.				
Objectives Supporting: 3.4				
Performance Measure:				
Percentage of instances protectees arrive and depart safely.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	100%	100%	100%	Met
Description: The Domestic Protectees Program plans and implements the physical protection of the President, Vice President, their families, former presidents and other protectees as directed by law. This program also includes the White House Mail, as well as Uniformed Division activities associated with the physical protection of the White House complex. The security of protectees is the ultimate priority of the USSS. This measure represents the percentage of travel stops where the protectee safely arrives and departs. The performance target is always 100 percent. Anything under 100 percent is unacceptable. Source data for this measure come from internal USSS databases.				
Explanation of Fiscal Year 2004 Results: The Department met its target of providing incident-free protection for the Nation's leaders and other protectees. The Secret Service achieved its goal by coordinating with all federal, state and local agencies to develop and implement seamless security plans that created a safe and secure environment for the Nation's leaders and other protectees.				

Performance Information

United States Secret Service (USSS) — Financial Investigations Program

Performance Goal:

Reduce losses to the public attributable to counterfeit currency, other financial crimes and identity theft crimes that are under the jurisdiction of the USSS, which threaten the integrity of our currency and the reliability of financial payment systems worldwide.

Objectives Supporting: 3.4

Performance Measure:

Counterfeit passed per million dollars of genuine U.S. currency.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	\$58	Under \$74	\$60	Met

Description: This measure reports the dollar value of counterfeit notes passed on the public per million dollars of genuine currency. This measure is an indicator of the proportion of counterfeit currency relative to the amount of genuine U.S. currency in circulation. Past audits indicate that overall error rates are less than 1 percent. Source information for genuine U.S. currency in circulation comes from the *U.S. Currency and Coin Outstanding and in Circulation Report*, generated quarterly from the Department of Treasury. Source information for counterfeit U.S. currency comes from internal USSS databases.

Explanation of Fiscal Year 2004 Results: The Department met its goal of restricting counterfeit money being circulated to under \$74 per \$1 million of genuine U.S. currency, limiting the ratio of counterfeit notes passed on the public to only \$60 per \$1 million of genuine currency. The Department is committed to reducing losses to the public that are attributable to counterfeit currency, in order to maintain the integrity of our currency and the reliability of financial payment systems worldwide. The Department's long-term fiscal year 2009 goal is to maintain this level of enforcement.

Performance Measure:

Financial crime loss prevented (\$billions).

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	\$2.5	\$1.0	\$1.7	Met

Description: This measure reports an estimate of the direct-dollar loss prevented due to USSS intervention/interruption of a criminal venture through a criminal investigation. This estimate is based on the likely amount of financial crime that would have occurred had the offender not been identified nor the criminal enterprise disrupted. Source data for this measure come from internal USSS databases.

Explanation of Fiscal Year 2004 Results: The Department met its goal of preventing at least \$1 billion in loss attributable to financial crimes. This was achieved through conducting criminal investigations that resulted in the intervention or interruption of criminal ventures, which prevented \$1.7 billion in loss attributable to financial crimes. The Department is committed to reducing losses to the public that are attributable to financial crimes and identity theft.

Strategic Goal 4 – Response

The focus of this strategic goal is to lead, manage and coordinate the national response to acts of terrorism, natural disasters and other emergencies. The objectives established by the Department to achieve this goal are provided below.

Objective 4.1 Reduce the loss of life and property by strengthening nationwide response readiness.

The Nation must have a vigorous capability to respond when disaster strikes. We strengthened the national capability to respond to disasters of all types, including terrorism, through the integration of Department of Homeland Security response systems and teams, and the completion of catastrophic all-hazards plans for the Nation's most vulnerable communities and geographic areas, including tactical elements to ensure coordinated response operations, logistics and support. We will continue to provide health and medical response readiness through integrated planning, surge capacity to address health and medical emergencies or acts of terrorism and developed the logistical capacity to provide intermediate emergency housing to large displaced populations following major disasters.

Objective 4.2 Provide scalable and robust all-hazards response capability.

The Nation knows it can rely on us to respond in time of need. We will continue to provide and coordinate a quick and effective response when state, local and tribal resources are overwhelmed by disasters and emergencies. We will continue to bring the right people and resources to bear where and when they are needed most, including medical, urban search and rescue, and incident management capabilities, and will assist all mariners in peril. We will continue to provide integrated logistical support to ensure a rapid and effective response and coordinate among Department of Homeland Security and other federal, state and local operations centers consistent with national incident command protocols. We worked with our partners to create and implement a National Incident Management System and a single, all-discipline National Response Plan that strengthens the Nation's ability to respond to catastrophic events of all types, including terrorism.

Objective 4.3 Provide search and rescue services to people and property in distress.

Mariners operate in an unforgiving and often remote environment that increases the risk of injury, loss of life and property. We will continue to use our maritime expertise, assets and around-the-clock, on-call readiness to conduct search and rescue missions to save lives and property. We will also continue to partner with other nations, federal, state and local agencies, the maritime industry, professional mariners, commercial providers and volunteer organizations to assist mariners in distress and protect property in imminent danger. We continue to identify and execute projects to improve our ability to respond to maritime distress incidents. Re-capitalization of aviation, surface, command and control architecture, and supporting logistic and personnel systems, as well as the procurement of specialized boats and attainment of additional search planning tools is greatly enhancing our ability to assist mariners in distress.

Detailed information concerning actual performance during fiscal year 2004 to achieve this goal is provided below.

Performance Information

Emergency Preparedness and Response (EP&R) — Response Program

Performance Goal:

As stated in the fiscal year 2004 Annual Performance Plan:

By fiscal year 2009, maximum response time for emergency response teams to arrive on scene is reduced to no more than 12 hours.

As enhanced to better reflect program performance:

By fiscal year 2009, the Federal Emergency Management Agency (FEMA) will evaluate 100 percent of emergency teams and operations through at least one readiness evaluation or exercise (over four years, ending in fiscal year 2008); raise to 90 percent the average percentage of evaluated teams and operations achieving “fully operational” or better status (100 percent reached in fiscal year 2010); raise to 100 percent the average percentage of evaluated teams and operations achieving “fully operational” or better status; and reduce the average maximum response time in hours for emergency response teams to arrive on scene to 12 hours.

Objectives Supporting: 4.1

Performance Measure:

As stated in the fiscal year 2004 Annual Performance Plan:

Maximum response time in hours for emergency response teams to arrive on scene.

As enhanced to better reflect program performance:

(A) Cumulative percentage of emergency teams and operations evaluated through at least one readiness evaluation or exercise (in a four-year cycle); (B) average percentage of evaluated teams and operations achieving “fully operational” or better status; (C) average percentage of evaluated teams rising one operational level in a year (considering four operational levels); and (D) average maximum response time in hours for emergency response teams to arrive on scene.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	72 hours for most disasters	(A) None (B) None (C) None (D) 72	(A) None (B) None (C) None (D) 50	Met

Description: For life-saving and other emergency response efforts, the hours immediately following a disaster are the most critical. This measure tracks the readiness of FEMA's response teams and their successful deployment to the field based on the number of hours elapsed from decision to deploy to arrival of a team on scene. These teams include: the National Disaster Medical System (NDMS), the Urban Search and Rescue (USR), the Federal Initial Response Support Team, the Mobile Emergency Response Support System, the National Emergency Operations Center, the Domestic Emergency Support Team and the Hurricane Liaison Team. FEMA will begin measurement of performance measure elements (A), (B) and (C) in fiscal year 2005.

The measure was modified by incorporating elements reflecting evaluations of federal emergency response teams into the original measure. It was changed to present a more representative measure of the response program. Elements (A) and (B) will be tracked beginning in fiscal year 2005; (C) in fiscal year 2006. Only element (D), which coincides with the measure submitted for the response program in the fiscal year 2005 *President's Budget Overview*, was targeted for quantifiable performance in fiscal year 2004.

Explanation of Fiscal Year 2004 Results: In fiscal year 2004, FEMA's response team capabilities were put to the test by the unprecedented string of hurricanes that struck the Southeast during the most active hurricane season in 100 years. FEMA's NDMS teams and USR task forces in particular did very well, averaging maximum response times of 10.6 and 11.5 hours, respectively, during the hurricane response period. Overall, the average maximum response for FEMA's emergency response teams to arrive on scene in 2004 was 50 hours, well below the target level of 72 hours. This year's results appear to put the Department in a good position to achieve its 2005 target of 48 hours, which will represent a significant reduction in response time from over 72 hours to 12 hours or less by fiscal year 2009.

Performance Information

United States Coast Guard (USCG) — Search and Rescue Program				
Performance Goal:				
By 2009, the USCG will save 88 percent of mariners in imminent danger.				
Objectives Supporting: 1.1 and 4.3				
Performance Measure:				
Save mariners in imminent danger.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	87.7%	85% Lives Saved	86.84%	Met
Description: This performance measure indicates the percentage of successful search and rescue incidents where mariners were saved from imminent danger. Several factors compound the difficulty of successful responses, including untimely notification to the USCG of distress, incorrect reporting of the distress site location, severe weather conditions at the distress site and distance to the scene.				
Explanation of Fiscal Year 2004 Results: The USCG met the fiscal year 2004 performance target for the conduct of search and rescue missions to save mariners in imminent danger. The USCG's continued efforts to improve commercial vessel safety (through inspections, investigations and mariner qualification and licensing) and recreational boating safety (through courtesy boat inspections, boating safety and operator education programs) has helped reduce the number of people who become endangered at sea.				

Strategic Goal 5 – Recovery

The focus of this strategic goal is to lead national, state, local and private-sector efforts to restore services and rebuild communities after acts of terrorism, natural disasters and other emergencies. The objectives established by the Department to achieve this goal are provided below.

Objective 5.1 Strengthen nationwide recovery plans and capabilities.

We work with our partners to ensure the Nation's capability to recover from multiple or simultaneous disasters, including terrorist use of weapons of mass destruction, other man-made hazards and natural disasters, through the development and maintenance of short- and long-term plans and capabilities.

Objective 5.2 Provide scalable and robust all-hazards recovery assistance.

We lead the Nation's recovery from the impacts of disasters and emergencies. We deliver timely and appropriate assistance to individuals and families following acts of terrorism, natural disasters and other emergencies, acknowledging the unique requirements of recovery from catastrophic disasters and weapons of mass destruction events. We provide help to restore services and public facilities, and provide states and other partners with professional, readily deployable, trained and certified leaders and staff to manage all levels and types of disasters. We make assistance available to states and local governments for the management, mitigation and control of local hazards and emergencies that threaten to become major disasters.

Detailed information concerning actual performance during fiscal year 2004 to achieve this goal is provided below.

Performance Information

Emergency Preparedness and Response (EP&R) — Recovery Program

Performance Goal:

As stated in the fiscal year 2004 Annual Performance Plan:

By fiscal year 2009, provide recovery assistance at 100 percent of the fiscal year 2009 target level for performance in non-catastrophic disasters.

As enhanced to better reflect program performance:

By fiscal year 2009, the Federal Emergency Management Agency (FEMA) will increase the annual customer satisfaction level among recipients of Individual Disaster Recovery Assistance and Public Disaster Recovery Assistance to an average of 90 percent, reduce the program delivery cost for Individual Recovery Assistance and Public Recovery Assistance, reduce Individual Recovery Assistance processing cycle time by 20 percent over four years, and complete 95 percent of catastrophic disaster recovery planning with 100 percent reached in fiscal year 2010.

Objectives Supporting: 5.1 and 5.2

Performance Measure:

As stated in the fiscal year 2004 Annual Performance Plan:

Progress toward providing recovery assistance at the 2009 target level for performance in non-catastrophic disasters.

As enhanced to better reflect program performance:

Percentage of customers satisfied with (A) Individual Recovery Assistance and (B) Public Recovery Assistance; percentage reduction in program delivery cost for (C) Individual Recovery Assistance and (D) Public Recovery Assistance; (E) reduction in Individual Recovery Assistance processing cycle time; and (F) percentage completion of catastrophic disaster recovery plan.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	(A) 90% (B) 87% (C) Determine Baseline (D) N/A (E) N/A (F) 30%	(A) 90.4% (B) TBD (C) Not Completed (D) N/A (E) N/A (F) 30%	Not Met

Description: This measure tracks customer satisfaction with FEMA's Individual Disaster Recovery Assistance and Public Disaster Recovery Assistance. Individual assistance is disaster recovery assistance provided to families and households in Presidentially declared disasters. Public assistance is disaster assistance provided to states and communities to undertake emergency measures and rebuild damaged public infrastructure in Presidentially declared disasters. This measure also includes elements tracking reduction in program costs for both types of assistance activities, as well as improvements in cycle time – the time it takes to process an application – for individual assistance. Lastly, this measure includes an element tracking successful completion of basic planning activities to provide for recovery operations following a catastrophic disaster.

The performance measure originally submitted in the fiscal year 2005 *President's Budget Overview* has been changed. The new measure breaks out the individual elements that were intended to be combined as part of an index in the original performance measure. The measure was changed to present a more representative measure of FEMA's recovery program. Elements (D) and (E) will be tracked beginning in fiscal year 2006.

Performance Information

Explanation of Fiscal Year 2004 Results: For performance measure element (A), the customer satisfaction survey data for Individual Recovery Assistance are complete for the survey-reporting period of April 2003 through March 2004. This period does not coincide with the fiscal year because there is a six-month time lag to accommodate completion and analysis of all surveys for disasters declared during this period. For performance measure element (B), the customer satisfaction survey data for Public Recovery Assistance have been collected but not analyzed due to contracting difficulties, and will be reported in the *Performance and Accountability Report* for fiscal year 2005. For element (C), completion of per unit cost baseline for individual assistance has been delayed into fiscal year 2005 due to hurricane activity in Florida and the Gulf Coast. For element (F), the recovery program has completed 30 percent of its scheduled work on catastrophic disaster recovery planning for the fiscal year 2004-2010 period.

Recommended Actions: FEMA did not meet its target on two elements of its recovery program performance measure. The fiscal year 2004 actual for customer satisfaction with FEMA's Public Disaster Recovery Assistance could not be reported because of contract service delays in analyzing data collected by FEMA's Public Assistance customer satisfaction survey. This problem will be corrected in the first part of fiscal year 2005. The year-end result for 2004 will be reported in the *Performance and Accountability Report* for fiscal year 2005. Since fiscal year 2000, customer satisfaction rates for Public Disaster Recovery Assistance have averaged around 90 percent. Based on this trend, FEMA expects to meet its target of 87 percent satisfaction once the data have been analyzed. The second unmet element for this measure was the targeted development of a unit delivery cost baseline for Individual Disaster Recovery Assistance, which is intended as a first step toward a reduction in program costs. FEMA's effort fell short of completion on this element when staff were diverted to assist in the agency's unprecedented Florida/Gulf Coast hurricane response. FEMA will complete the unit cost element of this measure in the first part of fiscal year 2005.

Strategic Goal 6 – Service

The focus of this strategic goal is to serve the public effectively by facilitating lawful trade, travel and immigration. The objectives established by the Department to achieve this goal are provided below.

Objective 6.1 Increase understanding of naturalization, and its privileges and responsibilities.

Citizenship through naturalization is the ultimate privilege of the immigration system. We place renewed emphasis on a national effort to cultivate an awareness and understanding of American civic values and to underwrite commitment to U.S. citizenship. We promote education and training on citizenship rights, privileges and responsibilities, to not only enhance the naturalization experience, but also ensure that our immigration system promotes a common civic identity for diverse citizens.

Objective 6.2 Provide efficient and responsive immigration services that respect the dignity and value of individuals.

We administer immigration laws in an efficient, expeditious, fair and humane manner. To respond to the increased demand for immigration services, we have streamlined processes and deployed modern information technology tools to increase the productivity of our employees. We have enhanced quality assurance through employee training and monitoring to provide courteous, accurate and responsive service to those who seek and qualify for admission into our country.

Objective 6.3 Support the United States' humanitarian commitment with flexible and sound immigration and refugee programs.

The United States has a longstanding tradition of providing protection to individuals who have been persecuted and displaced. Because many applicants for humanitarian program benefits understandably lack documentation, the programs are uniquely vulnerable to abuse. We combat the risk posed by criminals or terrorists who attempt to exploit these programs, while maintaining our commitment to those who need refuge.

Objective 6.4 Facilitate the efficient movement of legitimate cargo and people.

The border of the future must integrate actions to screen people and goods abroad prior to their arrival in sovereign U.S. territory to ensure compliance with entry and import regulations. Agreements with our Canadian and Mexican neighbors are central to this effort. America's borders are more efficient, posing little or no obstacle to legitimate travel and trade. We manage our borders to keep pace with expanding trade and migration, while preventing illegal immigrants, illicit drugs and other contraband from entering through the land, air and maritime approaches to our country.

Detailed information concerning actual performance during fiscal year 2004 to achieve this goal is provided below.

Performance Information

U.S. Citizenship and Immigration Services (USCIS) — Asylum and Refugee Services Program				
Performance Goal:				
Adjudicate asylum and refugee applications in a timely, accurate, consistent and professional manner; and prevent ineligible individuals from receiving humanitarian benefits.				
Objectives Supporting: 6.3				
Performance Measure:				
Complete 75 percent of reform referrals (at local offices) within 60 days of receipt.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	83 percent	75 percent	71 percent	Not Met
<p>Description: Asylum is a form of protection that allows individuals who are in the United States to remain here, provided that they meet the definition of a refugee and other legal criteria. Under Asylum Reform, an asylum applicant is not eligible for employment authorization unless granted asylum or no negative decision is made within 180 days from the date of filing. In order to meet the 180-day time limit, USCIS must complete court-referred cases within 60 days, giving the court 120 days to complete the adjudication. Recognizing that some cases should be exempt due to their complexity or the unavailability of staff at certain times, the asylum program has exempted 25 percent of its workload from this requirement. Asylum Officers update the Refugees, Asylum and Parole System (RAPS) with their decisions on asylum claims. RAPS calculates the number of days from the date the applicant files the case to the date the Asylum Office serves a Notice to Appear, which is used to place the applicant in the jurisdiction of the Immigration Court, minus any delays caused by the applicant. RAPS generates weekly, monthly and annual reports that measure the timeliness of case processing by asylum officers. These reports separate out those cases referred to the Immigration Judge within 60 days of receipt of application from those cases referred to the immigration judge in more than 60 days.</p>				
<p>Explanation of Fiscal Year 2004 Results: Although the Asylum Division has exceeded this performance measure every year for the past five consecutive years, the Asylum Division fell short of this performance measure by approximately 4 percent in fiscal year 2004. To address this aberration, during the third quarter of fiscal year 2004, the Asylum Division conducted on-site audits of the four Asylum Offices that were underperforming to identify causes for the delays in processing. The Asylum Division found that in all four offices, certain inconsistencies in scheduling delayed timely interviews and contributed to a significant percentage of the delays in adjudication. In addition, at the Miami Asylum Office, the Asylum Division confirmed that the influx of Colombian cases during the last several years has exceeded the productive capacity of that office, resulting in an increase in processing delays.</p>				
<p>Recommended Action: Based on the audits' findings, the headquarters Asylum Division and each of the four Asylum Offices worked together to identify corrective solutions that would improve processing rates. These solutions varied according to the unique needs of each office, but most involved the fine-tuning of certain processes within the office that would help management better track and monitor processing deadlines. With respect to the Miami Asylum Office, the Asylum Division expects processing rates to increase by virtue of increased staffing, as well as process enhancements. With the implementation of these solutions, the Asylum Division fully expects to increase its performance by at least 4 percent and meet (and likely exceed) its performance standard next fiscal year.</p>				

Performance Information

Performance Measure:				
Adjudicate refugee applications (Form I-590) referred to USCIS by the United States Refugee Program during a given fiscal year in a timely, accurate, consistent and professional manner.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	89,792	Up to 90,000*	72,340	Met
<p>Description: Generally, refugees are people who cannot return to their country of nationality, or in some cases people who wish to leave their country of nationality, due to past persecution or a fear of future persecution based on their race, religion, nationality, membership in a particular social group or political opinion. Each year, the President consults with Congress and establishes the annual ceiling for refugee admissions through issuance of a <i>Presidential Determination</i> (PD). The PD is published at the beginning of each fiscal year and establishes the annual refugee admissions ceiling for the year. In fiscal year 2004, the PD established an admissions ceiling of 70,000. USCIS estimates that approximately 90,000 applications must be adjudicated to meet this number of admissions. Refugee applications are adjudicated overseas, and those individuals who are granted refugee status are admitted to the United States at a later date. As a partner in the U.S. Refugee Program, the function of USCIS is to adjudicate the refugee applications presented to it by the program partners (e.g., United Nations High Commissioner for Refugees and the U.S. Department of State). Therefore, the USCIS caseload quantity is governed by the success of its other program partners to locate and present refugee applications for processing. Each USCIS overseas district office maintains a database of case receipts and completions known as the Performance Analysis System (PAS). Only cases that have been interviewed, approved for refugee classification and cleared for travel, or cases that have been interviewed and denied are counted as completions in the system. Cases that have been interviewed but are pending security advisory opinion clearances (which is a non-USCIS clearance) or other administrative clearances are not counted until pending clearances are approved or denied. For fiscal year 2004, USCIS relied on the Worldwide Refugee Admissions Processing System (WRAPS) to capture its performance statistics. This system, maintained by the U.S. Department of State, captures more meaningful and timely refugee processing statistics. Under the WRAPS system, unlike the PAS system, every case in which a USCIS officer has interviewed an applicant for refugee status is recorded, even if the case is pending completion. As a result, this system better reflects the number of refugee adjudications performed within a given reporting period. In the foreseeable future, USCIS will continue to use WRAPS to generate statistical information.</p> <p>*USCIS is committed to adjudicating all refugee cases presented and would not limit its efforts to 90,000 cases if a greater need arose.</p>				
<p>Explanation of Fiscal Year 2004 Results: The fiscal year 2004 results were achieved through a very determined effort by the USCIS Office of Refugee Affairs to increase the number of cases adjudicated overseas. This was accomplished with the assistance of approximately 140 officers on temporary duty assignments from other programs, most notably from the Asylum Division. The fiscal year 2003 actual included a one-time administrative case closure project of 44,637 individuals, leaving a balance of 45,155 individuals actually interviewed and processed. The fiscal year 2004 figure of 72,340 demonstrates a 60 percent increase over the previous fiscal year in the number of individuals actually interviewed and processed by USCIS.</p>				

Performance Information

U.S. Citizenship and Immigration Services (USCIS) — Backlog Initiative Program				
Performance Goal:				
Eliminate the immigration benefits application backlog and achieve a six-month cycle time standard by fiscal year 2006.				
Objectives Supporting: 6.2				
Performance Measure:				
Percentage of immigration benefit applications more than six months old.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	32%	Met
<p>Description: On a monthly basis, USCIS collects performance data on immigration benefit applications received, completed and pending through its Performance Analysis System (PAS). USCIS uses these data to calculate the average age of applications. Average cycle time is calculated by dividing the End Pending (cases received but not yet adjudicated) by Average Monthly Receipts (for the past fiscal year). Performance on backlog elimination is reviewed to determine shortcomings, identify solutions and make any needed resource adjustments to ensure the target will be met.</p>				
<p>Explanation of Fiscal Year 2004 Results: Since March of 2003, USCIS has reinvigorated a workforce of 15,000 men and women working toward a common goal to eliminate the backlog by 2006 without compromising national security. Through their efforts, along with the introduction of more efficient and streamlined processes and redefining backlog* to include only cases where a benefit is immediately available, the backlog has been reduced from 3.7 million to 1.5 million cases during this fiscal year.</p> <p>*USCIS aims to process all applications, from application to adjudicatory decision, within a defined cycle time that ranges from two weeks to six months depending on the specific benefit. Applications that exceed the cycle time target for their type are generically identified as backlog. During the course of fiscal year 2004, USCIS adopted the strategy of focusing its backlog elimination resources first on the individuals awaiting benefits that would be immediately available with a positive adjudicatory decision and for whom an excessive cycle time represents delay in the potential granting of an immigration benefit. We identified 1.1 million applications that are immigrant visa petitions on behalf of individuals for whom no visa numbers are currently available due to statutory numerical limitations. Therefore, we removed those applications from the backlog count, as no immediate benefit would be available with a positive adjudicatory decision. For these early submission cases, cycle time is not directly relevant to the actual availability of the benefit for which the application was submitted, so those cases, while taken in receipt order and considered active, pending cases, are no longer included in the USCIS backlog definition.</p>				

Performance Information

U.S. Citizenship and Immigration Services (USCIS) — Citizenship and Naturalization Services Program

Performance Goal:

The Citizenship Services Program will provide citizenship and naturalization information and benefits in a timely, accurate, consistent, courteous and professional manner; and prevent ineligible individuals from receiving naturalization benefits.

Objectives Supporting: 6.2

Performance Measure:

Achieve and maintain a six-month cycle time goal for all citizenship and naturalization applications (Form N-400) in all offices by fiscal year 2006.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	14 months (Form N-400)	14 months (Form N-400)	11.8 months	Met

Description: On a monthly basis, USCIS collects performance data on citizenship and naturalization applications received, completed and pending through its Performance Analysis System (PAS). USCIS uses these data to calculate how many months it takes to process these applications. Average cycle time is calculated by dividing the end pending (cases received but not yet adjudicated) by average monthly receipts (for the past fiscal year). Performance on backlog elimination is reviewed to determine shortcomings, identify solutions and make any needed resource adjustments to ensure the target will be met.

Note: Prior to fiscal year 2004, actual performance was reported in terms of average case processing time, which is calculated by dividing the number of pending applications at the end of the fiscal year by the average number of completions during the past 12 months. In fiscal year 2004, USCIS changed its measurement for timeliness to average case cycle time. For comparison purposes, fiscal year 2003 actual performance has been converted to average case cycle time.

Explanation of Fiscal Year 2004 Results: Since March of 2003, USCIS has reinvigorated a workforce of 15,000 men and women working toward two main goals: to reduce case cycle times and eliminate the backlog by 2006 without compromising national security. Through their efforts, along with the introduction of more efficient and streamlined processes and redefining backlog* to include only cases where a benefit is immediately available, case cycle time targets have been met or exceeded and the backlog has been reduced from 3.7 million to 1.5 million cases during this fiscal year.

* USCIS aims to process all applications, from application to adjudicatory decision, within a defined cycle time that ranges from two weeks to six months depending on the specific benefit. Applications that exceed the cycle time target for their type are generically identified as backlog. During the course of fiscal year 2004, USCIS adopted the strategy of focusing its backlog elimination resources first on the individuals awaiting benefits that would be immediately available with a positive adjudicatory decision and for whom an excessive cycle time represents delay in the potential granting of an immigration benefit. We identified 1.1 million applications that are immigrant visa petitions on behalf of individuals for whom no visa numbers are currently available due to statutory numerical limitations. Therefore, we removed those applications from the backlog count, as no immediate benefit would be available with a positive adjudicatory decision. For these early submission cases, cycle time is not directly relevant to the actual availability of the benefit for which the application was submitted, so those cases, while taken in receipt order and considered active, pending cases, are no longer included in the USCIS backlog definition.

Performance Information

U.S. Citizenship and Immigration Services (USCIS) — Immigrant Services Program

Performance Goal:

Provide legal permanent residency information and benefits in a timely, accurate, consistent, courteous and professional manner and prevent ineligible individuals from receiving immigration benefits.

Objectives Supporting: 6.2

Performance Measure:

The Immigrant Services Program will achieve and maintain a cycle time goal of six months or less for all immigrant services applications (Form I-485) in all offices by fiscal year 2006.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	22 months (Form I-485)	20 months (Form I-485)	19.7 months	Met

Description: On a monthly basis, USCIS collects performance data on immigrant services applications received, completed and pending through its Performance Analysis System (PAS). USCIS uses these data to calculate how many months it takes to process these applications. Average cycle time is calculated by dividing the end pending (cases received but not yet adjudicated) by average monthly receipts (for the past fiscal year). Performance on backlog elimination is reviewed to determine shortcomings, identify solutions and make any needed resource adjustments to ensure the target will be met.

Note: Prior to fiscal year 2004, actual performance was reported in terms of average case processing time, which is calculated by dividing the average of the past 12 months of completions into the number of pending applications at the end of the fiscal year. In fiscal year 2004, USCIS changed its measurement for timeliness to average case cycle time. For comparison purposes, fiscal year 2003 actual performance has been converted to average case cycle time.

Explanation of Fiscal Year 2004 Results: Since March of 2003, USCIS has reinvigorated a workforce of 15,000 men and women working toward two main goals: to reduce case cycle times and eliminate the backlog by 2006 without compromising national security. Through their efforts, along with the introduction of more efficient and streamlined processes and redefining backlog* to include only cases where a benefit is immediately available, case cycle time targets have been met or exceeded and the backlog has been reduced from 3.7 million to 1.5 million cases during this fiscal year.

*USCIS aims to process all applications, from application to adjudicatory decision, within a defined cycle time that ranges from two weeks to six months depending on the specific benefit. Applications that exceed the cycle time target for their type are generically identified as backlog. During the course of fiscal year 2004, USCIS adopted the strategy of focusing its backlog elimination resources first on the individuals awaiting benefits that would be immediately available with a positive adjudicatory decision, and for whom an excessive cycle time represents delay in the potential granting of an immigration benefit. We identified 1.1 million applications that are immigrant visa petitions on behalf of individuals for whom no visa numbers are currently available due to statutory numerical limitations. Therefore, we removed those applications from the backlog count, as no immediate benefit would be available with a positive adjudicatory decision. For these early submission cases, cycle time is not directly relevant to the actual availability of the benefit for which the application was submitted, so those cases, while taken in receipt order and considered active, pending cases, are no longer included in the USCIS backlog definition.

Performance Information

U.S. Citizenship and Immigration Services (USCIS) — Nonimmigrant Services Program

Performance Goal:

Provide temporary residency information and benefits in a timely, accurate, consistent, courteous and professional manner and prevent ineligible individuals from receiving nonimmigrant benefits.

Objectives Supporting: 6.2

Performance Measure:

The Nonimmigrant Services Program will achieve and maintain a cycle time goal of six months or less for all nonimmigrant services applications (Form I-129) in all offices by fiscal year 2006.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	2 months (Form I-129)	2 months (Form I-129)	1.5 months	Met

Description: On a monthly basis, USCIS collects performance data on nonimmigrant services applications received, completed and pending through its Performance Analysis System (PAS). USCIS uses this data to calculate how many months it takes to process the applications. Average cycle time is calculated by dividing the end pending (cases received but not yet adjudicated) by average monthly receipts (for the past fiscal year). Performance on backlog elimination is reviewed to determine shortcomings, identify solutions and make any needed resource adjustments to ensure the target will be met.

Note: Prior to fiscal year 2004, actual performance was reported in terms of average case processing time, which is calculated by dividing the average of the past 12 months of completions into the number of pending applications at the end of the fiscal year. In fiscal year 2004, USCIS changed its measurement for timeliness to average case cycle time. For comparison purposes, fiscal year 2003 actual performance has been converted to average case cycle time.

Explanation of Fiscal Year 2004 Results: Since March of 2003, USCIS has reinvigorated a workforce of 15,000 men and women working toward two main goals: to reduce case cycle times and eliminate the backlog by 2006 without compromising national security. Through their efforts, along with the introduction of more efficient and streamlined processes and redefining backlog* to include only cases where a benefit is immediately available, case cycle time targets have been met or exceeded and the backlog has been reduced from 3.7 million to 1.5 million cases during this fiscal year.

* USCIS aims to process all applications, from application to adjudicatory decision, within a defined cycle time that ranges from two weeks to six months depending upon the specific benefit. Applications that exceed the cycle time target for their type are generically identified as backlog. During the course of fiscal year 2004, USCIS adopted the strategy of focusing its backlog elimination resources first on the individuals awaiting benefits that would be immediately available with a positive adjudicatory decision, and for whom an excessive cycle time represents delay in the potential granting of an immigration benefit. We identified 1.1 million applications that are immigrant visa petitions on behalf of individuals for whom no visa numbers are currently available due to statutory numerical limitations. Therefore, we removed those applications from the backlog count, as no immediate benefit would be available with a positive adjudicatory decision. For these early submission cases, cycle time is not directly relevant to the actual availability of the benefit for which the application was submitted, so those cases, while taken in receipt order and considered active, pending cases, are no longer included in the USCIS backlog definition.

Strategic Goal 7 – Organizational Excellence

The focus of this strategic goal is to value our most important resource — our people. We will create a culture that promotes a common identity, innovation, mutual respect, accountability and teamwork to achieve efficiencies, effectiveness and operational synergies. The objectives established by the Department to achieve this goal are provided below.

Objective 7.1 Protect confidentiality and data integrity to ensure privacy and security.

Protecting vital and sensitive information, thus ensuring the privacy of American citizens, is important to the safety of the Nation. We ensure the technologies employed sustain, and do not erode, privacy protections relating to the collection, use and disclosure of personal information. We eliminate inappropriate access to confidential data to preserve the privacy of Americans. We maintain an appropriate balance between freedom and safety consistent with the values of our society.

Objective 7.2 Integrate legacy services within the Department improving efficiency and effectiveness.

We are committed to creating a high-performing, integrated organization. We collaborate and communicate across legacy agency lines to ensure we have the best, most-effective mix of services. We have optimized mission performance by consolidating and integrating roles and responsibilities, creating better operating processes and procedures, and using the latest technology.

Objective 7.3 Ensure effective recruitment, development, compensation, succession management and leadership of a diverse workforce to provide optimal service at a responsible cost.

We have created a personnel system that is flexible and contemporary while preserving basic civil service principles and merit concepts. We seek and employ the best and the brightest people the Nation has to offer. We have created a cooperative, positive work environment that benefits from the knowledge, experience and active input of employees. We have linked individual performance to organizational goals, helping individuals to maximize their potential and contribute fully to the organization.

Objective 7.4 Improve the efficiency and effectiveness of the Department, ensuring taxpayers get value for their tax dollars.

We maintain continual and unquestionable accountability, responsibility and effective utility of all resources allocated to the Department. We develop prudent budget requests and evaluate the value received for the expenditures made to ensure the maximum benefit to the country for the tax dollars invested by the American public. With a strong commitment to a streamlined and effective competitive sourcing plan we have created a market-based organization that promotes competition, innovation and choice.

Objective 7.5 Lead and promote E-Government modernization and interoperability initiatives.

The ability to communicate, coordinate and share information is key to ensuring the safety and security of the Nation. We have developed productive information-sharing relationships within the Department; and with other federal agencies; state, local and tribal governments; international partners; the private sector; and the American public. We provide appropriate incentives for non-federal entities to increase information sharing with the Federal Government, consistent with privacy and security policies. We designed and implemented an information architecture that reflects a national plan for information sharing to optimize interdependencies and strengthen interrelationships. We are using emerging technologies to better manage and disseminate the vital information needed to ensure the safety of American citizens.

Objective 7.6 Fully integrate the strategic planning, budgeting and evaluation processes to maximize performance.

Aligning our activities, core processes and resources to our goals, objectives and resource expenditures is essential. We rigorously assess, evaluate and measure our performance and appropriately allocate resources to ensure effective stewardship of taxpayer dollars. Our strategic plan provides the foundation for budget development, execution and performance assessment.

Performance Information

Objective 7.7 Provide excellent customer service to support the mission of the Department.

Provide seamless, transparent and dedicated customer support services in the areas of budget, appropriations, expenditure of funds, accounting and finance; procurement; human resources and personnel; information technology systems; facilities, property, equipment and other material resources; and identification and tracking of performance measurements to enable the people in frontline programs to effectively accomplish the mission of the Department.

Detailed information concerning actual performance during fiscal year 2004 to achieve this goal is provided below.

Performance Information

Federal Law Enforcement Training Center (FLETC) — Accreditation Program				
Performance Goal:				
Ensure law enforcement training programs, law enforcement instructors and facilities are accredited in accordance with established law enforcement standards.				
Objectives Supporting: 2.4 and 7.2				
Performance Measure:				
The number of Accreditation Managers trained.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	32	30	73	Met
Description: This workload measure identifies the number of Accreditation Managers actually trained during the fiscal year. The Accreditation Manager Training Program (AMTP) graduates prepare their organizations for the accreditation process. The delivery of the AMTP facilitates uniform interpretation of the Federal Law Enforcement Training Accreditation (FLETA) standards and ensures consistent implementation of accreditation process requirements. The source for this measure is the internal-generated class roster. The Office of Accreditation personnel collects the data from the class roster of graduates attending the accreditation assessor training and is recorded in the FLETA Automated Tracking Operations and Management System.				
Explanation of Fiscal Year 2004 Results: We use professional law enforcement training standards and processes to optimize and standardize FLETC training operations. The delivery of the Accreditation Manager Training Program facilitates uniform interpretation of the FLETA standards and ensures consistent implementation of accreditation process requirements.				

Performance Information

Management Directorate — Management Directorate Program

Performance Goal:

Department program units receive world-class policy and low cost management support services, which enables them to efficiently achieve or exceed the Department's strategic goals.

Objectives Supporting: 7.1, 7.2, 7.3, 7.4, 7.5, 7.6 and 7.7

Performance Measure:

Percentage of Departmental initiative scorecard criteria rated as meeting its standards.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	40%	Met

Description: Each quarter, the Department's headquarters staff makes an objective assessment of its organizational elements' standings in five key management areas: Strategic Management of Human Capital, Competitive Sourcing, Improved Financial Performance, Expanded Electronic Government and Budget and Performance Integration.- Based on this assessment, progress and current condition in each area is rated relative to established rating criteria. The Baseline was to establish the percent of areas which met the required Departmental standards.

Explanation of Fiscal Year 2004 Results: The target was met to establish a baseline from which future progress can be measured.- During fiscal year 2004 progress supporting this goal included:

- Completing a Human Capital Strategic Plan;
- Completing a high-level strategic plan with a limited number of goals and objectives;
- Completing Office of Management and Budget Program Assessment Rating Tool assessments for a selected number of organizational elements;
- Incorporating Program Assessment Rating Tool performance measures information in budget and performance documents;
- Modernizing financial information systems and procedures with an emphasis on cost accounting; and
- Developing a series of performance measures that includes both outcome and efficiency measures.

Performance Information

Management Directorate — Department-wide Technology Investment Program				
Performance Goal:				
The Department organizational elements and stakeholders have world-class information technology leadership and guidance enabling them to efficiently and effectively achieve their vision, mission and goals.				
Objectives Supporting: 7.5				
Performance Measure:				
The percentage of major information technology projects that are within 10 percent of cost/schedule/performance objectives.				
Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	52%	Met
Description: This measure pertains to information obtained from the business cases for major departmental information technology investments. The business cases provide budget justification and reporting requirements for investments. These projects are considered major because of high cost or importance to the Department. The performance actual for fiscal year 2004 represents a comparison of project cost from fiscal year 2005 exhibits and fiscal year 2006 exhibits. Beginning in fiscal year 2005, quarterly reviews of all Level 1 investments will be reported on. Level 1 investments are characterized by the following: contract costs exceed \$100 million and have high sensitivity or interest. The baseline represents fiscal year 2004 funding amounts for information technology investments between the fiscal year 2005 and fiscal year 2006 submissions. Data reported upon represent 66 investment comparisons for cost only. This data will have to be verified and analyzed using quarterly reporting data in fiscal year 2005.				
Explanation of Fiscal Year 2004 Results: The results were met; a baseline was established using fiscal year 2004 data from Office of Management and Budget (OMB) Exhibit 300 Business Cases. This information helps the Chief Information Officer track and identify problem areas that merit management attention. The data collected from the Exhibit 300s are prepared by Project Managers and certified by the Chief Financial Officer of the organizational element submitting the exhibits. This information is then sent to OMB for inclusion in the President's budget each year.				
Recommended Action: Future interfaces from operational systems (e.g., Electronically Managing Enterprise Resources for Government Effectiveness and Efficiency (eMerge ²) and Trusted Agent <i>Federal Information Security Management Act</i>) will populate the cost and schedule information in these exhibits, making them more reliable.				

Performance Information

Science and Technology — SAFECOM Program

Performance Goal:

Provide public safety agencies with central coordination, leadership and guidance to help them achieve short-term interoperability and long-term compatibility of their radio networks across jurisdictions and disciplines.

Objectives Supporting: 7.2, 7.5

Performance Measure:

Increased interoperability across local, tribal, state and federal public safety jurisdictions and disciplines. Fiscal year 2005: Based on fiscal year 2004 baseline, improvements in three categories.

Fiscal Year:	FY2003 Actual	FY2004 Target	FY2004 Actual	FY2004 Results
Target/Actual Indicator:	N/A	Baseline	Baseline Not Established	Not Met

Description: SAFECOM is a research and development program to satisfy a need for first responders to emergencies to communicate with one another in their mission to contain, mitigate and resolve the emergency at hand. It provides public safety agencies with central coordination, leadership and guidance to help them achieve short-term interoperability and long-term compatibility of their radio networks across jurisdictions and disciplines. The program will be measured by the three elements: (1) Increased number of agencies that can communicate with one another, (2) reduced time needed for cross-jurisdictional and cross-disciplinary response to an event, and (3) increased number of wireless grant programs that include SAFECOM-approved guidance.

Explanation of Fiscal Year 2004 Results: No performance measurements for this project were taken in fiscal year 2004, but there was a solicitation and review of proposals leading to interoperability Baseline. The reason for this was that SAFECOM program was integrated into the newly established (late fiscal year 2004) Office of Interoperability and Compatibility. Concurrent to review of a proposal, performance measures and targets for this program are being developed based on a Balanced Scorecard approach.

Recommended Action: Final development of performance measures and targets will take place in fiscal year 2005.

Program Evaluations

The Department of Homeland Security is committed to making its programs efficient and effective. As part of our assessment and evaluation process, we identify the strengths and weaknesses of Department programs and take action to ensure continued effectiveness. During fiscal year 2004, the Office of Management and Budget (OMB), the Office of the Inspector General (OIG) and the Government Accountability Office (GAO) performed numerous evaluations of the Department's programs.

Office of Management and Budget Evaluations

Programs assessed by OMB during fiscal year 2004 are summarized below. These assessments were conducted using the Program Assessment Rating Tool, a diagnostic process that relies on objective data to inform evidence-based judgments across a wide range of issues related to performance. For summary purposes, we have presented the program evaluation finding using OMB's Program Assessment Rating Tool scoring of *Effective*, *Moderately Effective*, *Adequate* or *Results Not Demonstrated*. Significant findings are summarized below.

- **National Flood Insurance – Rating: *Moderately Effective***
The review assessed the insurance and flood plain management portions of the National Flood Insurance Program and determined that its purpose and design, strategic planning and program management are basically sound. The program received some criticism concerning its low participation rate and the inclusion of some properties that burden the taxpayer. Currently, less than half of the eligible properties in identified flood plains participate in this program. In comparison, the participation rate for private wind and hurricane insurance is near 90 percent in at-risk areas. The review found that the Federal Emergency Management Agency (FEMA) is not currently targeting the proper properties, allowing repetitive loss properties to be insured under this program. Some modifications to improve program results were made when the President recently signed into law the *Flood Insurance Reform Act of 2004*, providing assistance to local communities and states to mitigate repetitive loss properties. In fiscal year 2004, FEMA introduced a new marketing and outreach campaign designed to increase participation rates in communities with the greatest potential for policy growth. FEMA has established outcome-based performance measures for this program, and is pursuing program changes that will improve the mitigation of repetitive loss properties through the Hazard Mitigation Grant, Flood Mitigation Assistance and the Pre-Disaster Mitigation programs.
- **Immigration Services – Rating: *Adequate***
The review identified the areas of program management and program results as needing improvement. The review noted the following: "The program does not always make timely deposits of application fees, it is not yet designed to quickly respond to unforeseen events, and it cannot compute 'deferred revenue' through automated systems for case processing." U.S. Citizenship and Immigration Services (USCIS) has since resolved the issue of timely deposits of immigration benefit application fees. USCIS Service Center data entry contractors are now required to deposit fees in a timely manner and comply with Department of Treasury guidelines. USCIS headquarters monitors the timeliness of deposits at the service centers to ensure compliance and address issues. Also, USCIS continues to move forward with lockbox operations, which assures real-time deposits of fees. USCIS is working to correct other issues identified from the Program Assessment Rating Tool. USCIS will increase its focus on information technology to ensure that long-term backlog reduction is sustained, customer service is improved, new fee-for-service business models are enabled, and a technology environment is deployed to support new processes and workflow. Specific improvement initiatives are outlined in the Updated Backlog Elimination Plan. The agency has already begun implementing significant information technology and process improvements, including electronic filing for certain immigration applications. Launched in May 2003, more than 182,000 immigration benefit applications have been filed online. Additionally, InfoPass, a web-based system that enables the public to go online to schedule appointments with immigration information officers at select USCIS offices, has dramatically reduced/eliminated the wait lines for those applicants and petitioners who seek assistance. USCIS is developing an automated case processing system that will provide refined earned revenue and deferred revenue information.

Performance Information

- Aids to Navigation – Rated: *Results Not Demonstrated*

The assessment raised questions about the design of the program, which is run directly by the U.S. Coast Guard (USCG) to guide mariners across America's waterways. This program is an integral part of the USCG's effort to prevent the financial and human costs that result from collisions, allisions (vessels striking fixed objects) and groundings. Other program designs, such as outsourcing functions, may be more appropriate or efficient. In addition, the assessment found that the program does not have long-term performance measures or regular evaluations; therefore, it cannot demonstrate the impact it is having on vessel safety. To address these finding, a study will be conducted on the competition of commercial activities and will assess the program to determine whether its services may be more efficiently provided by the private sector. USCG has also adopted the long-term and annual performance measures to gauge results in reducing the number of collisions, allisions (e.g. vessel striking a fixed object) and groundings.

- Disaster Assistance, Public Assistance – Rated: *Results Not Demonstrated*

The program assessment demonstrated that the program has a strong purpose, but suffers from planning and management deficiencies that hinder results. The program provides grants to state and local governments and certain private non-profit organizations for debris removal, emergency protective measures and repair or replacement of damaged infrastructure to assist communities in recovering from the devastating effects of disasters, including terrorist events. Specifically, OMB found that the program has no long-term performance measures; cannot meaningfully track its operations with annual performance measures; and fails to adequately screen requests for assistance to determine whether federal help is needed. In fiscal year 2004, Emergency Preparedness and Response (EP&R) began a re-design of the program aimed at improving its effectiveness, efficiency and timeliness. As part of this effort, the program will develop more meaningful annual indicators and outcome performance measures for use beginning in fiscal year 2006.

- Disaster Relief Fund, Public Assistance – Rated: *Results Not Demonstrated*

This public assistance program provides grants to state and local governments and certain private nonprofit organizations for debris removal, emergency protective measures and repair or replacement of damaged infrastructure to assist communities in recovering from the devastating effects of disasters, including terrorist events. The findings were that the program has a strong purpose, but suffers from planning and management deficiencies that hinder results. It has no long-term measures, cannot meaningfully track operations with performance measures and fails to adequately screen requests for assistance. FEMA is examining its performance measures for the public assistance program to better address the above concerns of OMB and taking appropriate actions such as placing a renewed emphasis on monitoring and reviewing performance progress reporting by grantees and expediting the closeouts of disasters. FEMA developed two new performance measures to place renewed emphasis on reviewing and monitoring performance progress. First, a long-term measure was established to gauge success in recovering from non-catastrophic disasters and reducing cost and assistance cycle times related to recovery from catastrophic disasters. Second, an annual measure was established to monitor individual and public recovery assistance in the areas of: customer satisfaction, cost, processing cycle time and completion of catastrophic recovery plans.

- Drug Interdiction – Rated: *Results Not Demonstrated*

In fiscal year 2002, OMB recommended that independent evaluations be conducted regularly on the USCG's program to reduce the amount of illegal drugs entering the United States by maritime means. The review also found that federal managers and program partners should be held accountable for cost, schedule and program results and that the program should establish long-term goals. In response, the Center for Naval Analysis is tentatively scheduled to conduct an evaluation of the program in fiscal year 2005. In a subsequent review, OMB found that the requirement for management accountability had been resolved. The USCG has established long-term performance targets as part of the Department's *Future Years Homeland Security Program*. The USCG's long-term goal is to reduce the amount of illegal drugs entering the United States by removing 30 percent of drug flow from maritime sources. The USCG has a number of other initiatives to improve capabilities and to gauge success in drug interdiction.

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- **Federal Law Enforcement Training Center – Rated: *Results Not Demonstrated***
The Federal Law Enforcement Training Center (FLETC) trains law enforcement officers from more than 75 federal agencies and conducts various training programs for state, local and international officials and organizations. In fiscal year 2002, OMB assessed and rated FLETC using its Program Assessment Rating Tool. The assessment indicated the overall purpose of the program was clear. Additional findings included: (1) The program's long-term performance goals lack specific targets to determine whether outcome goals are being achieved; (2) FLETC's budget is not structured in a way to assess the impact of funding and policy changes on program performance; and (3) The program's annual performance goals are not directly tied to achieving the long-term performance goals. In response, FLETC developed and implemented a performance measurement improvement process, which included a timeline with aggressive milestones. In April 2004, FLETC developed clear, long-term performance goals with specific timeframes and measures, and in September 2004, established efficiency measures for all programs.
- **Hazard Mitigation Grant – Rated: *Results Not Demonstrated***
A 2002 review highlighted a need for a competitive pre-disaster mitigation grant program to provide post-disaster grants that will allow communities to use mitigation measures to reduce their vulnerability to hazards. In February 2003, Congress provided \$150 million to EP&R to initiate and administer the Pre-Disaster Mitigation Competitive Grant Program through FEMA. In fiscal year 2004, FEMA ran its first competitive process, partnering with states, tribes and territories to conduct a peer review and evaluation. The Agency is now incorporating lessons learned to strengthen and streamline the competitive process in fiscal year 2005. Since the program was assessed in 2002, FEMA has developed an outcome-oriented performance indicator that measures the total dollar value of property losses and other costs avoided from mitigation grant-making activities.
- **Metropolitan Medical Response System, Public Assistance – Rated: *Results Not Demonstrated***
The review found that this program to help prepare local health personnel respond effectively to mass casualty incidents has a clear purpose, but suffers from planning and management deficiencies that hinder results. In fiscal year 2004, the program's delivery mechanism changed from contract vehicles to federal grants. Development and piloting of an Operational Readiness Assessment process was put on hold in light of funding uncertainties and pending transfer of the program from EP&R to the Office of State and Local Government Coordination and Preparedness (SLGCP) where it will be consolidated with other preparedness grant programs. This transfer is scheduled to occur in fiscal year 2005.
- **Search and Rescue – Rated: *Results Not Demonstrated***
The review found that this program lacked long-term performance measures and identified serious problems associated with staffing, training and equipment. The fiscal year 2004 budget contained several initiatives to improve Search and Rescue Station readiness. Staffing at small boat stations, command centers and training facilities has been increased. Funds were also provided specifically for personnel protective equipment at stations. Finally, the USCG has developed long-term and annual performance measures for the Search and Rescue program.

Other Evaluations

The other program evaluations addressed in this report are those conducted by independent organizations such as the Department's OIG and GAO. The Inspector General summarizes the major management challenges in the Inspector General's Report included in Part I – Management Discussion and Analysis. They include: Consolidating the Department's Components, Contract Management, Grants Management, Financial Management, Human Capital Management, Integration of Information Systems, Infrastructure Threat Assessment, Border Security and Transportation Security. Other evaluations include the following:

U.S. Customs and Border Protection (CBP)

- ***Targeting Oceangoing Cargo Containers for Inspection* (GAO-04-557T) – CBP is charged with addressing the potential threat posed by the movement of oceangoing cargo containers. Since officials cannot inspect every arriving cargo container, they use a targeting strategy. This system targets containers for inspection based on perceived risk level. GAO sought to determine whether the development of CBP's targeting strategy is consistent with recognized risk-management and modeling practices and how well the strategy has been implemented. GAO found that CBP has taken**

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steps to address the terrorism risks posed by oceangoing cargo containers, but that its strategy does not incorporate all key elements of a risk-management framework and is not entirely consistent with recognized modeling practices. CBP has refined its targeting system to target cargo containers that are high risk for terrorism or other smuggling for inspection. In addition, it has established the National Targeting Center to serve as the national focal point for targeting imported cargo and for distributing intelligence alerts to the ports. However, it has not performed a comprehensive set of assessments vital to determining the level of risk for oceangoing cargo containers and the types of responses necessary to mitigate that risk. CBP has not subjected its system to adequate external peer review or testing and has not fully implemented a process to randomly examine containers to test its targeting strategy. Therefore, CBP cannot be reasonably sure that its targeting strategy provides the best method to protect against weapons of mass destruction entering the United States and its seaports. The report also stated that CBP lacks an adequate mechanism to test or certify the competence of students who participate in national targeting training. Also, it has not been able to fully address longshoremen's safety concerns related to inspection equipment. Without instituting a national inspection reporting system, testing and certifying officials who receive the targeting training, and resolving the safety concerns of longshoremen unions, the targeting system's effectiveness as a risk-management tool is limited.

- *Agencies Need to Better Coordinate Their Strategies and Operations on Federal Lands* (GAO-04-590) – The CBP Border Patrol is responsible for protecting the Nation's borders. However, a significant portion of the borderlands are federal or tribal lands managed by the Bureau of Indian Affairs, Bureau of Land Management, Fish and Wildlife Service, National Park Service and Forest Service. Realizing the importance of coordinating federal law enforcement efforts, GAO agreed to assess border-related law enforcement challenges for land management agencies in Arizona and Washington, resources these agencies have received and how the Border Patrol and land management agencies coordinate border-related law enforcement efforts. GAO found that rising illegal activity on federal and tribal lands in Arizona results from the Border Patrol concentrating resources in populated areas, thus shifting illegal traffic to more remote federal land, where fewer resources have been placed. Although the problem is not as serious at the Canadian border, Washington land management agency officials are concerned that as Border Patrol increases resources in populated areas, more illegal traffic will shift to remote federal lands. Five land management agencies stated that their resource levels have not kept pace with increases in illegal border activities. Agency funding is mission-driven, according to OMB. As a result, their proposals for certain border projects have not been included in the fiscal year 2005 budget. At the national level, interagency coordination of strategic plans and activities among Border Patrol and land management agencies is minimal regarding the Canadian and Mexican borders. Hence, limited funds may not be used most efficiently, and the impact of one agency's actions on another may not be considered. Border Patrol has not issued detailed plans to ensure that interagency coordination occurs or coordinated with land management officials regarding infrastructure and technology improvement funding. At the field level, some coordination has occurred. Various agencies have been meeting to improve operations and to share Arizona threat assessments. GAO concluded that Border Patrol does not have the resources to control the borders in their entirety. It is critical that Border Patrol and land management agencies closely coordinate their efforts to ensure the best use of limited resources and that appropriate strategies are developed to respond to increased illegal border activity in both populated areas and the wilderness. In addition, the sharing of information including funding plans, daily operations and deployment plans are essential to maximizing efficiency.

U.S. Immigration and Customs Enforcement (ICE)

- *Terrorist Financing: U.S. Agencies Should Systematically Assess Terrorists' Use of Alternative Financing Mechanisms* (GAO-04-163) - Cutting off terrorists' funding is essential to deterring terrorist operations. The USA PATRIOT Act expanded the ability of law enforcement and intelligence agencies to access and share financial information regarding terrorist investigations, but terrorists may have adjusted their activities by increasing use of alternative financing mechanisms. GAO was asked to assess: the nature of terrorists' use of key alternative financing mechanisms for earning, moving and storing terrorists' assets; what is known about the extent of terrorists' use of alternative financing mechanisms; and challenges that the U.S. government faces in monitoring terrorists' use of alternative financing mechanisms. GAO's evaluation found the Department to be effective in achieving these objectives. To address identified

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shortcomings related to this multi-agency effort, GAO scheduled evaluation milestones and made the following recommendations: the Director of the Federal Bureau of Investigation (FBI) should systematically collect and analyze data concerning terrorists' use of alternative financing mechanisms; the Secretary of the Treasury and the Attorney General should produce the planned report based on up-to-date law enforcement investigations on precious stones and commodities; and the Internal Revenue Service Commissioner should establish interim procedures for sharing information on charities with state charity officials. ICE is addressing the recommendations through the collection, analysis and sharing of financial information identified by its investigators.

Transportation Security Administration (TSA)

- *Private Screening Operations Performance Evaluation Report (PP5)* – The report on security effectiveness, conducted by Bearing Point, found as a result of a qualitative survey of stakeholders that there is no difference between privately and federally screened airports. The report also stated that there is no evidence that any of the five privately screened airports performed below the average level of the federal airports as measured by covert testing, threat image projection data, gate screening and re-certifications testing. Also, the costs for the five privately screened airports were not significantly different from the estimated cost of a federal screening operation at that same airport. Customer satisfaction was found to be mixed or inconclusive in terms of the performance of the privately screened airports compared to the federally screened airports.
- *Aviation Security: Further Steps Needed to Strengthen the Security of Commercial Airport Perimeters and Access Controls (GAO-04-728)* – In the two years since passage of the *Aviation and Transportation Security Act*, TSA has primarily focused its efforts on improving aviation security through enhanced passenger and baggage screening. The act also contained provisions directing TSA to take actions to improve the security of airport perimeters, access controls and airport workers. GAO was asked to assess TSA's efforts to: evaluate the security of airport perimeters and the controls that limit access into secured airport areas; help airports implement and enhance perimeter security and access controls by providing them funding and technical guidance; and implement measures to reduce the potential security risks posed by airport workers. GAO recommended that the Secretary of Homeland Security direct TSA's Administrator to develop and provide Congress with a plan for meeting the requirements of the *Aviation and Transportation Security Act* and taking other actions to improve airport security. TSA generally concurs with the report; however, it believes that the report creates the impression that TSA has done less than it actually has to provide security for commercial aviation. Much has been accomplished in the less than two years since enactment of the *Aviation and Transportation Security Act*, and intervening time since completion of the federalization of passenger security screening at U.S. airports on November 19, 2002. TSA has instituted a system of reinforcing rings of security to mitigate the risk of future terrorist or criminal acts. These security measures, supported by intelligence and threat analysis, work together to help secure aviation from curbside to cockpit. While no single component of this system is infallible, it has substantially improved the security of the traveling public. Since the completion of GAO's report, TSA has begun conducting joint vulnerability assessments with the FBI. These vulnerability assessments are threat-based and will be applied at critical commercial airports. The assessment uses current, FBI developed threat information as its starting point, and then focuses on defining an airport's security system against a current threat. The application of the assessment tool will allow TSA to leverage existing FBI resources and knowledge base to better assess security gaps and vulnerabilities at particular airports. In addition to these government-facilitated assessments, a self-assessment tool will be available to airports that are deemed less critical. The tool will focus on prevention and mitigation of an array of threat scenarios developed for various categories of transportation modes.

U.S. Visitor and Immigrant Status Indicator Technology (US-VISIT)

- *First Phase of Visitor and Immigration Status Program Operating, but Improvements Needed (GAO-04-586)* – The Department established US-VISIT to collect, maintain and share information, including biometric identifiers, on selected foreign nationals who travel to the United States. By congressional mandate, the Department is to develop and submit for approval an expenditure plan for the program. The Department's fiscal year 2004 US-VISIT expenditure

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plan and related documentation at least partially satisfy all conditions imposed by Congress. GAO found that US-VISIT met its commitments for implementing its commitments on initial operating capability in early January 2004 for the deployment of entry capability at 115 air and 14 sea ports of entry. However, the Department has not employed rigorous, disciplined management controls typically associated with successful programs, such as test management, and its plans for implementing other controls, such as independent verification and validation, may not prove effective. More specifically, testing of the initial phase of the implemented system was not well managed and was completed after the system became operational. In addition, multiple test plans were developed during testing. Only the final test plan, completed after testing, included all required content, such as describing tests to be performed. Such controls, while significant for the initial phases of this program, are even more critical for the later phases, as its size and complexity will only increase. Finally, the Department's plans for future resource needs, such as staff and facilities, at the land ports of entry are based on questionable assumptions.

Information Analysis and Infrastructure Protection (IAIP)

- *Improving Information Sharing with Infrastructure Sectors* (GAO-04-780) – Critical infrastructure protection activities called for in federal policy and law are intended to enhance the security of the public and private infrastructures that are essential to the Nation's security, economic security and public health and safety. Effective information-sharing partnerships between industry sectors and government can enhance protection of critical infrastructure. Federal policy has encouraged the voluntary creation of information-sharing and analysis centers to facilitate infrastructure sector participation in critical infrastructure protection information-sharing efforts. A number of challenges have been identified by the information-sharing and analysis centers that could be addressed with the development of an information-sharing plan. GAO recommended the Department develop an information-sharing plan and establish appropriate policies and procedures. These will improve interaction with information-sharing and analysis centers, with sector coordinators and sector-specific agencies, and within the Department's components. The plan would define the roles and responsibilities of the various stakeholders and establish criteria for providing the appropriate incentives to address the challenges.
- *Formidable Information and Technology Management Challenge Requires Institutional Approach* (GAO-04-702) – Since the Department has been operating for more than a year, GAO was asked to describe its progress in meeting its information and technology management goals. The overall challenge has been standardizing and integrating the disparate systems while also making major improvements in information technology. To achieve this, the Department is implementing seven information and technology management disciplines, including information management, information technology strategic planning, information technology human capital management and information security management. GAO determined that this initiative has had mixed results and is "a work in progress." The report stated that although such results are to be expected given the sizeable task of combining 22 agencies, the fact that these management elements have not fully been institutionalized is hampering the Department's pursuit of new and enhanced information technology investments. GAO made similar recommendations in the past to the Department's Chief Information Officer (CIO) and other responsible parties. In addition, the GAO found that the Department's draft information technology strategic plan lacked specific goals, performance measures, milestones and knowledge of whether it has information technology staff with the right skills to accomplish these tasks. GAO recommended that the Secretary direct the CIO, in conjunction with the CIO Council, to take three actions. First, establish information technology goals and performance measures that, at a minimum, address how information and technology management contributes to program productivity, the efficiency and effectiveness of agency operations and services to the public. Second, establish milestones for the initiation and completion of major information and technology management activities. And finally, analyze whether the Department has appropriately deployed information technology staff with the relevant skills to obtain its target information technology structure and, if it does, whether they are allocated appropriately.

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U.S. Coast Guard (USCG)

- *USCG's Deepwater Program Needs Increased Attention to Management and Contractor Oversight* (GAO-04-380) – The USCG's Deepwater Program, the largest acquisition program in its history, involves modernizing or replacing ships, aircraft and communications equipment. It is estimated the program will cost \$17 billion over a 30-year period. GAO assessed whether the USCG is effectively managing the Deepwater Program and overseeing the contractor, and the implications of using the deepwater contracting model on competition opportunities. It also found that more than a year and a half into the Deepwater contract, the key components needed to manage the program and oversee the system integrator's performance have not been effectively implemented. Integrated product teams, the USCG's primary tool for overseeing the system integrator, have struggled to effectively collaborate and accomplish their missions. They have been hampered by changes in membership, staff shortages, insufficient training and inadequate communication. In addition, the USCG has not adequately addressed the frequent turnover of program personnel and the transition from existing to Deepwater assets. The USCG's assessment of the system integrator's performance in the first year of the contract lacked rigor. Further, the USCG has not yet begun to measure the system integrator's performance on the three overarching goals of the Deepwater Program: operational effectiveness, total ownership cost and customer satisfaction. Its original plan of measuring progress on an annual basis has slipped, and USCG officials have not projected a timeframe for when they will be able to hold the contractor accountable for its progress against these goals. This information will be essential to the USCG's decision about whether to extend the Integrated USCG System contract after the first five years. Competition is critical to controlling costs in the Deepwater Program and a guiding principle of Department acquisitions. Concerns about the USCG's ability to rely on competition as a means to control future costs contributed to GAO's description of the Deepwater Program in 2001 as "risky." The USCG has taken a hands-off approach to "make or buy" decisions made at the subcontractor level. As a result, questions remain about whether the government will be able to control costs. GAO recommended that the Secretary of Homeland Security direct the Commandant of the USCG to take a number of actions to improve Deepwater management and contractor oversight.

Office of State and Local Government Coordination and Preparedness (SLGCP)

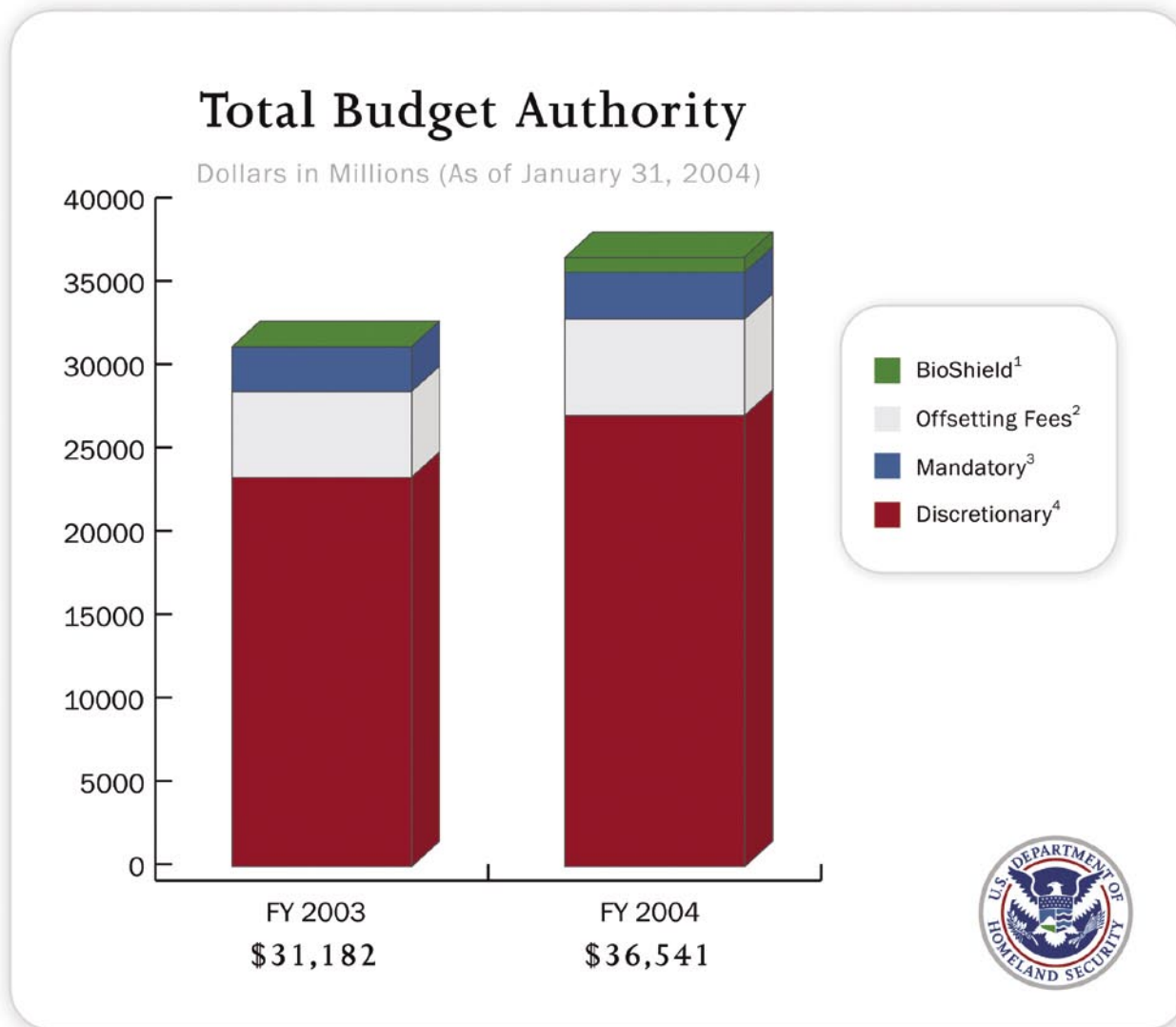
- *Federal Funds for First Responders* (GAO-04-788T) – September 11th highlighted the critical role first responders play at the state and local level when a disaster or emergency occurs. In fiscal years 2002 and 2003, Congress appropriated \$13.9 billion for domestic preparedness. Large portions of these funds were to enhance the ability of first responders to address future emergencies, including potential terrorist attacks. These funds are primarily to assist with planning, equipment purchases, training and exercises, and administrative costs. The money is available to first responders mainly through the State Homeland Security Grant Programs and Urban Area Security Initiative grants. Both programs are administered through SLGCP. The reports of the Department of Homeland Security OIG and the House Select Committee on Homeland Security examined the distribution of funds to states and localities. Both reports found that although there have been delays in getting federal first-responder funds to local governments and first-responder agencies, the grant management requirements, procedures and processes of the SLGCP were not the principal cause. According to the report, most states met deadlines for sub-granting first-responder funds to local jurisdictions. The fiscal year 2003 State Homeland Security Grant Programs and Urban Area Security Initiative required states to transfer 80 percent of first-responder grant funds to local jurisdictions within 45 days of being awarded the funds. The IG's report found that most states met that deadline by counting funds as transferred when states agreed to allocate a specific amount of the grant to a local jurisdiction. The three states that were examined certified they had allocated funds to local jurisdictions within the 45-day period. It was determined that delays in allocating grant funds to first-responder agencies are frequently due to local legal and procedural requirements. State and local governments sometimes delayed delivery of fiscal year 2002 grant funds, for example, because governing and political bodies within the states and local jurisdictions had to approve and accept the grant funds. GAO's work indicated a similar finding. In one state GAO reviewed, roughly four months elapsed from the date the city was notified that grant funds were available to the date when the city council voted to accept the funds. Both reports GAO reviewed found that state and local procurement processes have, in some cases, been affected by delays resulting from specific procurement requirements. While some states purchase first-responder equipment centrally for all jurisdictions, in some instances, those purchases are made locally and procurement may be delayed by competitive bidding rules.

Budget

On February 2, 2004, the Department of Homeland Security delivered its Performance Budget to Congress in justification of the *President's Budget for Fiscal Year 2005*. In compliance with the *Government Performance and Results Act of 1993*, the Performance Budget complied with the Act's provisions for an Annual Performance Plan. The *Performance Budget for Fiscal Year 2005* embodied the final *Annual Performance Plan for Fiscal Year 2004* on which this fiscal year 2004 *Performance and Accountability Report* accounts. The fiscal year 2004 performance plan was aligned with the following budget summary, which totals \$36.5 billion. This amount was devoted toward achieving the Department's strategic goals.

Beginning with the fiscal year 2005 budget, the Department integrated budget and performance information as required by the *President's Management Agenda* and the *Government Performance and Results Act*. In an effort to integrate performance and financial information, the Department is currently developing policies and procedures to ensure all fiscal year 2005 Program costs are directly traced, assigned, or allocated on a reasonable and consistent basis to the Department's seven strategic goals. This will enable the Department to improve the understanding of the costs associated with achieving its mission and goals.

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¹On July 21, 2004, President Bush signed the *Project Bioshield Act of 2004*, Public Law 108-276. The Act authorized the transfer of the Strategic National Stockpile (SNS) functions, personnel, assets, unexpended balances and liabilities to the Secretary of Health and Human Services. Pursuant to the *Project Bioshield Act of 2004*, on Aug. 13, 2004, the Department transferred the SNS from the Department's Directorate for Emergency Preparedness and Response to the Department of Health and Human Services. Although the program has been transferred, transactions and data related to the SNS activities are reflected in the Department's Consolidated Statement of Net Cost.

²Offsetting Fees, refers to fees assessed on individuals or organizations for the provision of government services and for the sale or use of government goods or resources.

³Mandatory spending, also called direct spending, refers to spending controlled by laws other than appropriation acts (including spending for entitlement programs such as food stamps, Medicare, veterans' pensions, payment of interest on the public debt and nonentitlements such as payments to states from Forest Service receipts).

⁴Discretionary spending refers to budgetary resources (except those provided to fund mandatory spending programs) controllable through the congressional appropriation process.

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ORGANIZATIONAL ELEMENT	FY 2003	FY 2004 ¹ (As of January 31, 2004)	(+/-) Change FY 2003 to FY 2004
INFORMATION ANALYSIS & INFRASTRUCTURE PROTECTION (IAIP) DIRECTORATE	185	834	649
BORDER TRANSPORTATION AND SECURITY (BTS) DIRECTORATE	14,347	14,528	181
BTS Under Secretary	0	8	8
US-VISIT	380	328	-52
U.S. Customs & Border Protection (CBP)	5,887	5,942	55
U.S. Immigration & Customs Enforcement (ICE)	3,262	3,654	392
Transportation Security Administration (TSA)	4,648	4,405	-243
Federal Law Enforcement Training Center (FLETC)	170	191	21
EMERGENCY PREPAREDNESS AND RESPONSE (EP&R) DIRECTORATE	5,175	5,493	318
EP&R Federal Emergency Management Agency (Less Biodefense) ²	5,175	4,608	-567
Biodefense	0	885	885
SCIENCE AND TECHNOLOGY (S&T) DIRECTORATE	553	913	360
DEPARTMENTAL MANAGEMENT DIRECTORATE (MD) AND OPERATIONS	2,111	4,851	2,740
Departmental Management	2,040	4,771	2,731
Departmental Operations	22	211	189
Technology Investments	47	184	137
Counter-Terrorism Fund	10	10	0
Office for Domestic Preparedness ³	1,961	4,366	2,405
Inspector General	71	80	9
United States Coast Guard (USCG)	6,196	6,935	739
United States Secret Service (USSS)	1,193	1,334	141
U.S. Citizenship & Immigration Services (USCIS)	1,422	1,653	231
TOTAL	31,182	36,541	5,359

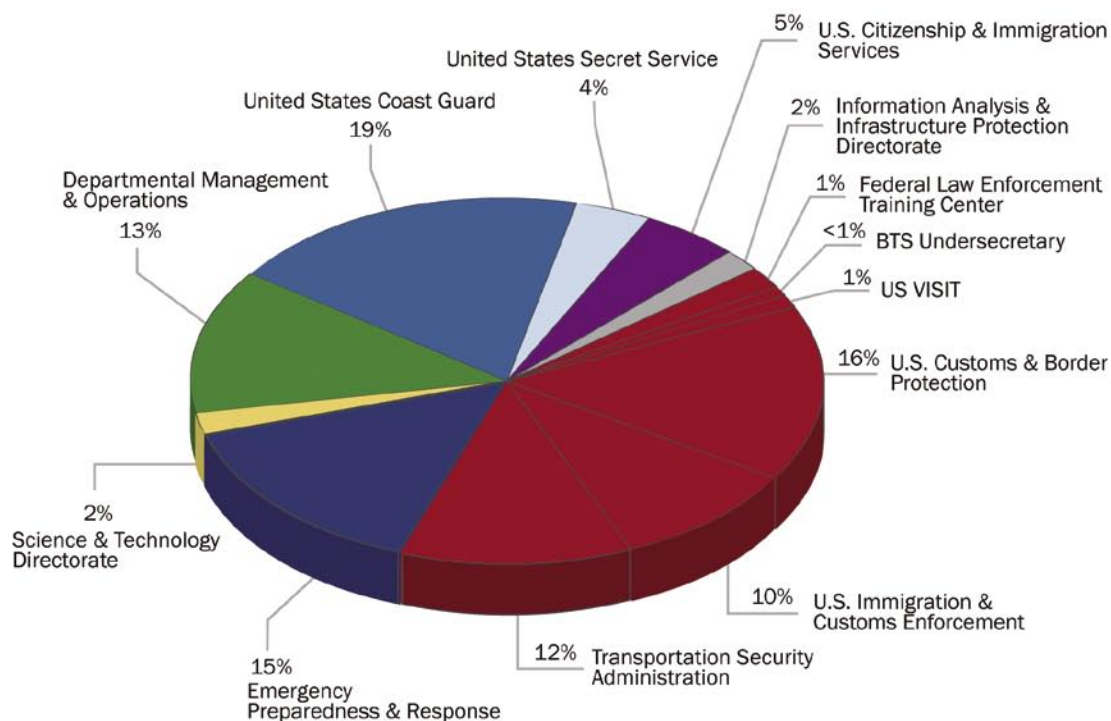
¹ Fiscal Year 2004 total excludes war supplemental funding.

² Fiscal Year 2003 includes supplemental funding for EP&R: FEMA (\$1,426 Million); all other supplemental funding has been excluded

³ On March 26, 2004, the Secretary under the statutory authority for reorganization contained in the Homeland Security Act of 2002 consolidated several organizations, notably the Office of Domestic Preparedness, currently within Border Transportation Security, with the Office of State and Local Government Coordination.

FY 2004 Total Budget Authority by Organization

(As of January 31, 2004)



- Information Analysis & Infrastructure Protection (IAIP) Directorate
- Border & Transportation Security (BTS) Directorate
- Emergency Preparedness and Response (EP&R) Directorate
- Science & Technology (S&T) Directorate
- Departmental Management Directorate (MD) & Operations
- United States Coast Guard (USCG)
- United States Secret Service (USSS)
- U.S. Citizenship & Immigration Services (USCIS)

